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THE PLANNING FUNCTION IN A METROPOLITAN  
REGION AND IN A METROPOLITAN GOVERNMENT

A THESIS

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THE PLANNING FUNCTION IN A METROPOLITAN  
REGION AND IN A METROPOLITAN GOVERNMENT

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## ABSTRACT

The purpose of this study is to examine the metropolitan planning process as it functions under two different governmental systems. The first system to be examined is that found in the Atlanta Standard Metropolitan Statistical Area where the Atlanta Region Metropolitan Planning Commission is responsible for metropolitan planning. The Commission itself is an agency separated from the governmental structure of the area, and is an advisory body only, possessing no legal powers of implementation. The second system is that of Dade County, Florida, where the metropolitan planning agency is a part of a county-wide government that has extensive jurisdiction and powers of implementation.

After an introduction which briefly describes the reasons for metropolitan planning and the evolution of planning agencies in the United States, successive chapters deal with the metropolitan areas and their governments, the organization of the planning agencies, their powers and duties, and an evaluation of the two agencies. Specifically, Chapter II examines the two metropolitan areas, their patterns of growth and their governments. Chapter III looks at the organization of the two planning agencies with respect both to the governments of the areas they serve and their own internal structure. Chapter IV deals with the specific duties and responsibilities of each agency and the means at their disposal to carry them out. Chapter V evaluates the advantages and disadvantages of both planning agencies.

Much of the information contained in this thesis was derived from planning reports and private in-house documents made available by the Atlanta Region Metropolitan Planning Commission and the Dade County Planning Department. However, due to the requirements of this thesis, much material was necessarily gathered from personal interviews made at all staff levels of the agencies involved.

## CHAPTER I

## INTRODUCTION

Metropolitan and urban area problems are now well known to government officials and are becoming increasingly apparent to the average citizen. These problems have been brought about by the phenomenal growth of the metropolitan areas, of which there are 212 identified by the 1960 census. As a group, these areas take up about 1.3 per cent of the total land area of the United States, but contain over 70 per cent of the nation's population. Since 1950, the population growth of these areas has accounted for over 95 per cent of the population increase for the entire country.

The 19th century was a significant period of development for American cities. The basic street, lot and transportation patterns for many of the nation's largest cities were established. Civic consciousness, however, was at a low ebb, with slums and many other intolerable conditions existing side by side with the latest developments in urban technology.

In 1893, the Chicago World's Fair showed men and women from all parts of the country what Europeans had known for generations: that an orderly arrangement of buildings, lots and streets is not only aesthetically pleasing but is also highly conducive to healthful and pleasant urban living. The comparison between the Chicago World's Fair and America's cities was taken to heart, and within a very short time, the

"City Beautiful" movement was in full swing.

These early beautification movements were carried forward by civic improvement associations of philanthropic and public-spirited citizens. Their activities were usually privately financed and generally depended upon the leadership of a few individuals. These associations, while enjoying the support of local governments were usually not connected to them in any formal sense. These associations were later supplanted by citizens' planning committees which were generally manned and financed by business and professional men who saw in city planning a means of protecting the amenities of their communities through street improvements and other programs. Although these committees were useful, they seldom represented the entire community.

As city problems increased, it was realized that their solution depended on governmental action in the field of urban development. City planning was recognized and accepted as a necessary function of government. The unofficial citizens' committees were replaced by official city planning commissions authorized by state enabling legislation and established by city ordinance. These commissions are usually composed of citizen members appointed by the mayor and city council.

The city planning commission form of planning agency is the most prevalent form of planning agency found in the United States today. The powers of these commissions vary. At one extreme they possess advisory powers only. At the other extreme are cities where the recommendations of the planning commission can be overruled only by more than a majority vote of the city council. Whatever their powers, all planning commissions are separate agencies. This has led to the

often-heard complaint that planning commissions are largely ineffective because of their separation from any government which can implement their recommendations.

As planning has become more an accepted municipal function, the planning agency in many cases has been given the status of a department of the government, with its department head reporting to the chief executive. This makes the planning agency an integral part of a government responsible for administering the affairs within its political jurisdiction.

Metropolitan growth, however, is usually not limited to a single political jurisdiction. It often spills over into many political jurisdictions, making the administration of the entire metropolitan area the responsibility of a multitude of governments. Unless cooperative planning agreements are reached, the planning efforts of each agency are limited to that area served by its individual government. The plans prepared by the individual planning agencies are often not coordinated, leading to conflicting developments and expensive duplication.

One method for coordinating planning operations in urbanized areas which cross political boundaries is to create metropolitan planning commissions. These commissions, exemplified by the Atlanta Region Metropolitan Planning Commission, have as their responsibility the planning of entire metropolitan areas. Since they are basically citizen commissions, they are not an integral part of each of the governments of the area they serve. Membership in these commissions is usually made up of various elected officials from the governments of the area plus prominent laymen of the area.

Another method is the creation of governments with jurisdiction over multiple political units in certain areas of administration. This is the method currently in existence in Dade County, Florida, where the Metropolitan Dade County government has jurisdiction over all of Dade County and provides urban services throughout the county.

Metropolitan planning is one of the services provided by the Dade County government. The Planning Department is an integral part of this government. The jurisdiction of the county government and the powers granted it give it the power to implement those Planning Department recommendations which it adopts throughout the entire county.

## CHAPTER II

## THE METROPOLITAN AREAS AND THEIR GOVERNMENTS

The areas affected by the recommendations of the Atlanta Region Metropolitan Planning Commission and the Metropolitan Dade County Planning Department are both Standard Metropolitan Statistical Areas (henceforth abbreviated "SMSA"). The Atlanta Region Metropolitan Planning Commission (henceforth designated "ARMPC") serves the five-county Atlanta SMSA and the Metropolitan Dade County Planning Department serves the Miami SMSA, which is contiguous with the boundaries of Dade County.

The Atlanta SMSA

The Atlanta SMSA consists of the city of Atlanta and Clayton, Cobb, DeKalb, Fulton and Gwinnett Counties. The geographical size and 1966 population of the counties are as follows:

Table 1. Land Area and Population of  
the Atlanta SMSA Counties<sup>1</sup>

County	Land Area in Square Miles	Population (1966)
Clayton	149	73,800
Cobb	346	157,500
DeKalb	269	332,200
Fulton	523	593,700
Gwinnett	436	53,800
	<u>1,723</u>	<u>1,211,000</u>

Within the Atlanta SMSA the Bureau of the Census has identified 84 units of local government which fall into the following categories:

Table 2. Classes of Local Government in the Atlanta SMSA

Class of Government	Number
County	5
Municipality	45
School Authority	9
Housing Authority	15
Other	<u>10</u>
	<u>84</u>

The 45 municipalities range in size from Atlanta with a population over one-half million to Chattahoochee Plantation under 100 (see Figure 1).

The Atlanta SMSA is characterized by intensive development in the immediate vicinity of Atlanta. Smaller satellite cities have developed throughout the five counties.

Counties on the fringe of the Atlanta SMSA are eligible for membership in ARMPC. They may join ARMPC without becoming part of the Atlanta SMSA. However, new State legislation is required before any change in ARMPC's membership can be made. It is therefore possible for ARMPC to expand its service area as Atlanta's SMSA grows.<sup>2</sup>

#### The Miami SMSA

The Miami SMSA consists of the 2,352 square miles of Dade County. However, only 600 square miles of this are inhabitable, the rest being swamp and water. The 1966 population of Dade County was approximately



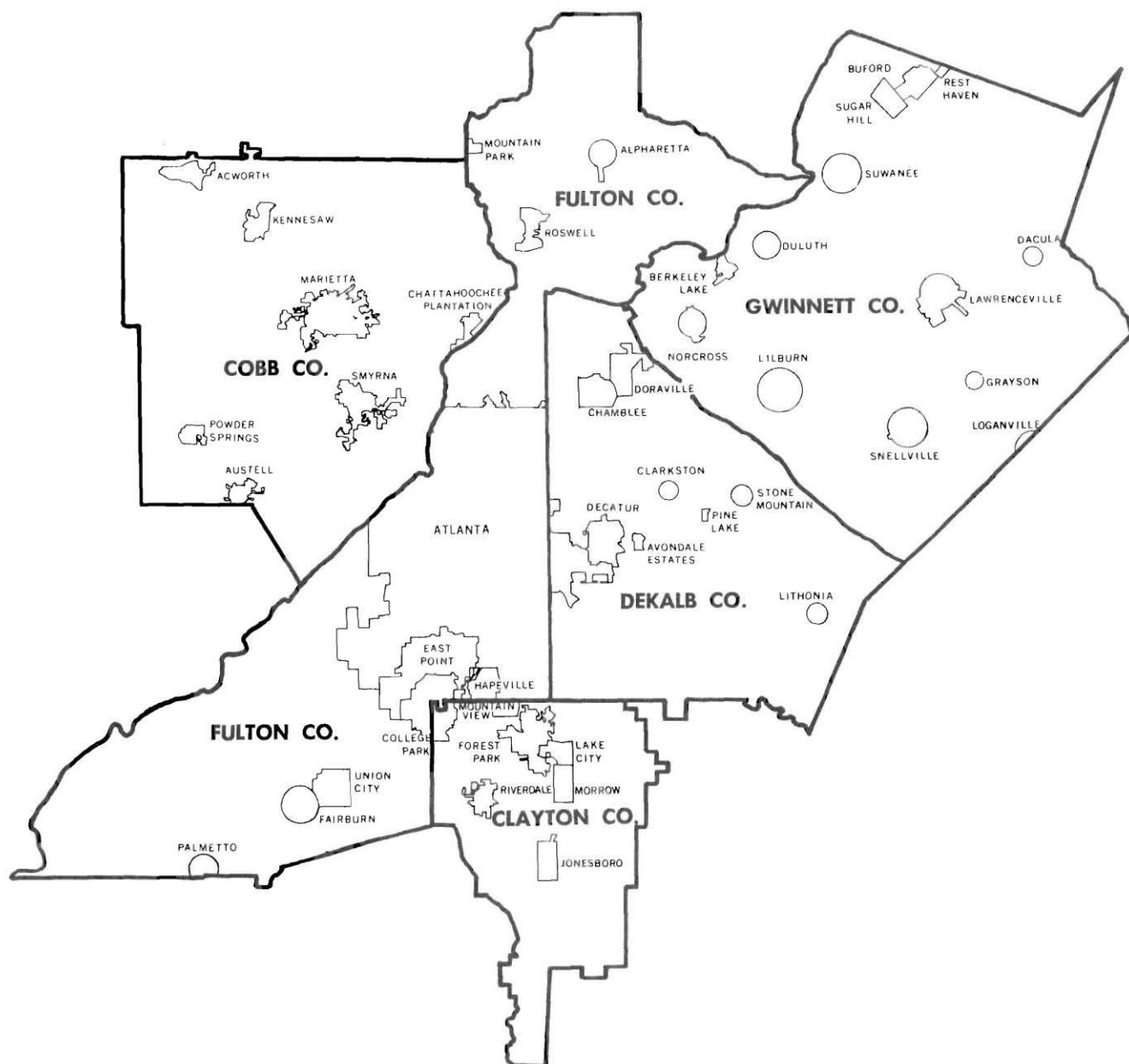


Figure 1. The Atlanta Standard Metropolitan Statistical Area, Showing the Municipalities

1,064,000, one-third of which resided in the unincorporated areas of the county. The 27 municipalities in Dade County ranged in size from Miami with a population over 300,000 to Islandia, located on a small string of islands off the Dade County coast, with a population of about 20.<sup>3</sup>

The Miami SMSA has developed as groups of continuous cities, most of which are clustered around Miami. The spaces between the groups around Miami are highly developed, but remain unincorporated. About 25 miles south of Miami, a group of small cities has grown around Homestead. The unincorporated area between the Miami and Homestead clusters is developing slowly. To the west of urban development in Dade County lie agricultural lands and the Florida Everglades (see Fig. 2).

Unlike the Atlanta SMSA, there is no way that the Miami SMSA can be expanded. To the north, Dade County is bordered by Broward County, which is also an SMSA. To the west are the Florida Everglades, which are not inhabited. Therefore, the only way that development of the southeastern coast of Florida can be coordinated is through inter-county agreements, since no one government or agency has jurisdiction over the entire urbanized area.

#### The Governments of the Atlanta SMSA

The Atlanta SMSA has no single area-wide government as does the Miami SMSA. The five counties and 45 municipalities of the Atlanta SMSA are independent political jurisdictions. However, there are many areas in which these independent political jurisdictions cooperate with each other, particularly in the field of urban services. For example,

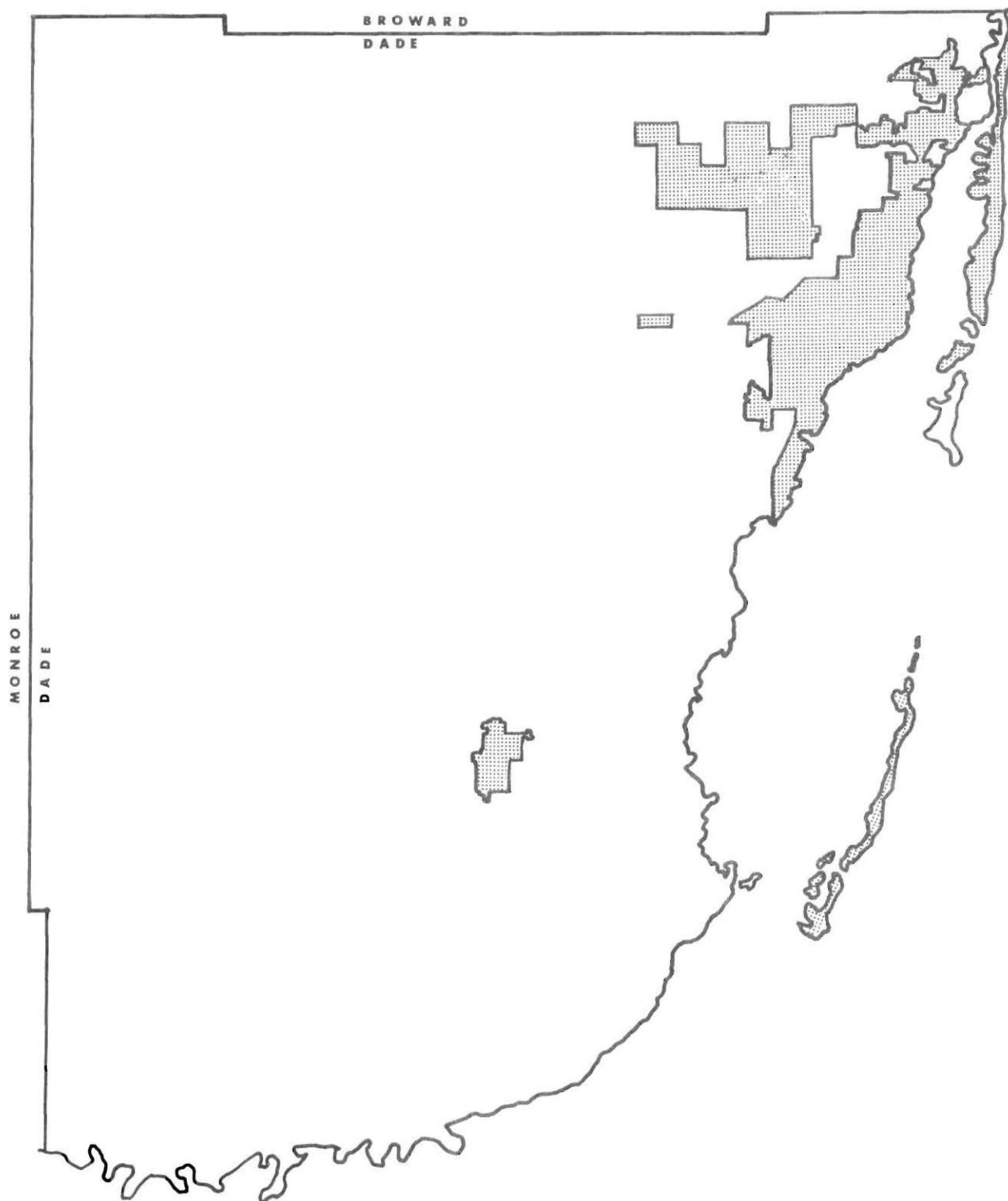


Figure 2. The Miami Standard Metropolitan Statistical Area, Showing the Incorporated Areas

the Atlanta Water Works, an independent municipal system, sells water to the Fulton County Water system, Hapeville, Union City, and Fairburn, and to Forest Park in Clayton County. The DeKalb County Water System sells water to the cities of North Atlanta, Chamblee, Doraville, Decatur, Avondale Estates, and Pine Lake. Two examples of cooperation between sewerage systems can be found in Cobb County, one with the City of Smyrna and the other with the City of Marietta. The City of Smyrna recently abandoned one of its two sewage disposal plants and extended its sewer trunk line to Cobb County's disposal plant. Smyrna paid a share of the cost involved in making the necessary enlargements in the Cobb County disposal plant. In Marietta, the South Side Sewage Treatment Plant, which is owned by Marietta, treats sewage from Cobb County, for which Cobb County pays Marietta. The reasons for these agreements are efficiency and the provision of a high level of service.<sup>4</sup>

Despite the considerable progress made by the water and sewer systems through cooperative agreements, numerous problems remain. Within the Atlanta SMSA, there are 38 water systems and 23 sewer systems with no central agency to coordinate their operations. Of the 38 water systems, there are only six which serve more than 6,000 customers, and 10 serve less than 500 customers, making their operations inefficient and costly. County and city systems are often duplicated in the same block, causing differences in water rates on different sides of the street.<sup>5</sup>

### The Metropolitan Dade County Government

On November 6, 1956, Dade County was granted home rule in a state-wide referendum. This meant that Dade County no longer had to go to Tallahassee for passage of many pieces of local law and was permitted to generally conduct its own affairs.<sup>6</sup>

On May 21, 1957, the voters of Dade County adopted the Metropolitan Dade County Home Rule Charter to cope with the problems of providing governmental services to a growing metropolitan area. The council form of government was replaced by a council-manager form, in which a County Manager is appointed by the governing body of Dade County and is responsible for administering the county government. The numerous elective offices of Tax Assessor, Tax Collector, Sheriff, Purchasing Agent, Supervisor of Registration, and Surveyor were abolished and their duties transferred to the County Manager, who is responsible for appointing the heads of the various county departments which carry out these functions. The Charter also created a new type of federated relationship between the county government and the municipalities in which the county became responsible for the provision of many urban services formerly the responsibility of the individual municipalities.<sup>7</sup>

#### Organization

The Metropolitan Dade County government (henceforth designated as "Metro") is governed by a nine-man Board of County Commissioners. The Board is responsible for carrying on a "home rule" government in Dade County as stipulated by the amendment to the Florida Constitution passed in the 1956 referendum. This Board is the legislative and governing body of the county. The Commissioners are elected from eight

election districts, each of which elects one Commissioner. The ninth Commissioner, the County Mayor, is elected at large and serves as the Chairman of the Commission.

The County Manager is responsible for carrying out the policies adopted by the Board of County Commissioners. He appoints and suspends all administrative heads of the major departments of Metro, which include Tax Assessor, Tax Collector, Department of Public Works, Department of Public Safety, Building and Zoning Department, Planning Department, Finance Department, Park and Recreation Department and Internal Auditing Department. The exercise of this authority is subject to civil service rules and regulations and the approval of the Board of County Commissioners (see Figure 3).<sup>8</sup>

#### The Powers of the Dade County Government

Among the 24 powers granted to Metro in the Home Rule Charter are such powers as providing and regulating arterial roads, bridges, tunnels and parking facilities; traffic control; providing and operating air, water, rail and bus terminals, port facilities and public transportation systems; providing central police and fire records, communications and training; preparing and enforcing comprehensive plans for the county; enforcing uniform building codes; providing and regulating waste and sewage collection and disposal, and water supply and conservation programs; adopting and enforcing zoning regulations, and setting reasonable minimum standards for all governmental units in the county for the performance of any service or function.<sup>9</sup> (See Appendix I.)

This means that many urban services which were formerly the responsibility of the individual Dade County cities are now the

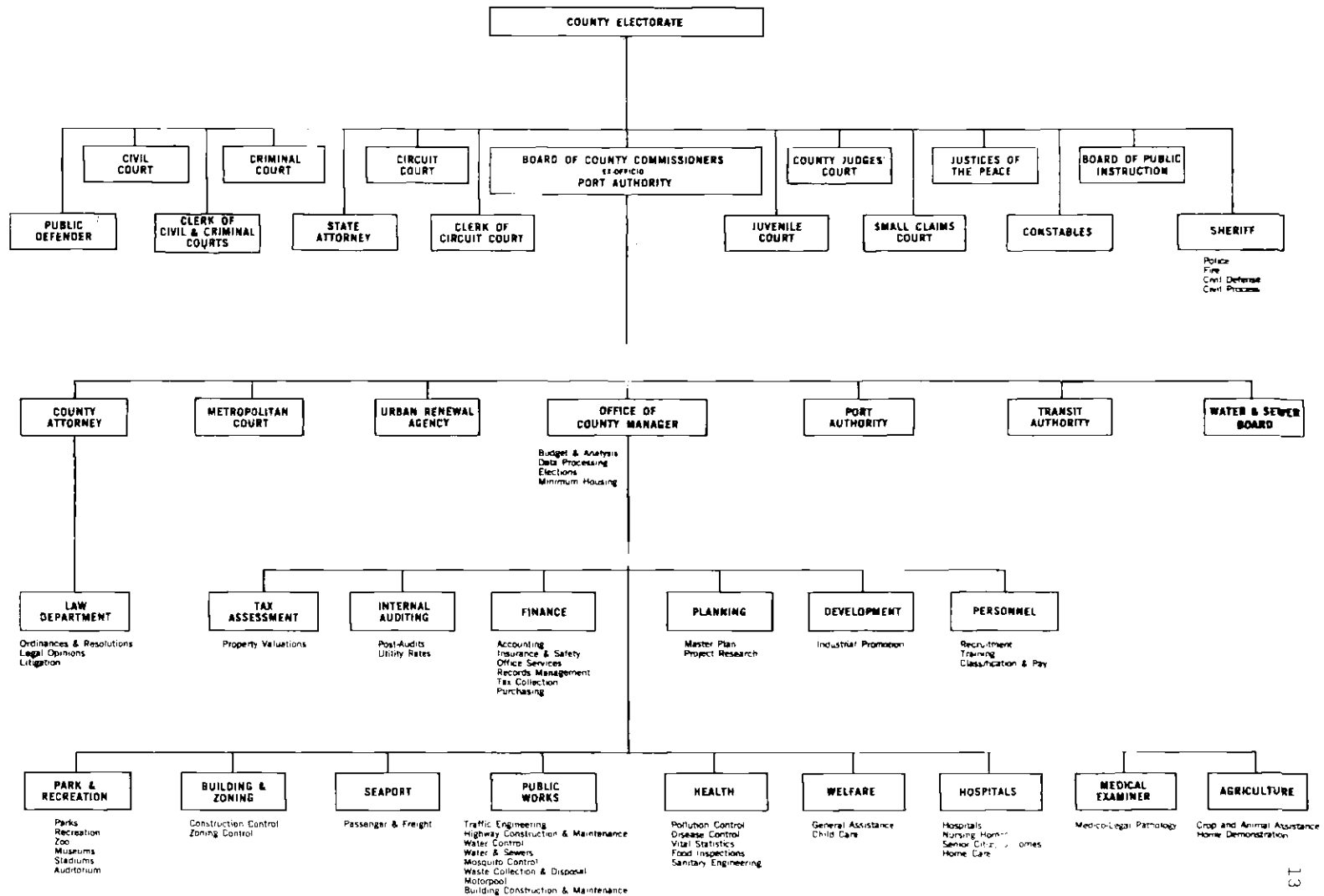


Figure 3. Organization of the Dade County Government

responsibility of a single county-wide government. For example, Metro has established a uniform set of traffic rules and regulations throughout the county, replacing the 27 different and conflicting traffic laws previously existing, and eliminating the possibility of municipal speed traps. Minimum standards for safe and stable design, construction and materials for all buildings in Dade County have been adopted by the Board of County Commissioners, as have minimum standards governing the condition, occupancy and maintenance of dwellings. These standards are applied throughout Dade County, and their enforcement within municipal boundaries is left to the appropriate city officials. A county-wide court system has been established which has jurisdiction over these and all other cases arising under ordinances adopted by the Board of County Commissioners.<sup>10</sup>

Metro is also given the power to regulate, control, take over, grant franchises for or operate itself gas, light, power, telephone and other utility and transportation systems within any territory of the county, whether incorporated or unincorporated, provided that a majority of the voters of that territory approve this action.<sup>11</sup> Metro also has the power to set reasonable minimum standards for all governmental units in the county for the performance of any service or function. If a governmental unit cannot or will not meet these standards after reasonable notice by the Board of County Commissioners, the Board may then take over the function itself or grant franchises for its provision. The Board may also take over any municipal function if a majority of the voters in a municipality vote in favor of turning the service over to the county or if the governing body of a municipality



requests the county to take over the service.<sup>12</sup>

The Board has exercised these powers in the municipalities sparingly and only when a real need or substantial community agreement was demonstrated. For the residents of the unincorporated areas, however, there is no local government other than Metro. If these residents are to enjoy the same services provided elsewhere by the municipalities, they must look to Metro for their provision. Therefore, the county government is required to act as a city government in the unincorporated areas while simultaneously serving as a county-wide authority.<sup>13</sup>

Metro has used its broad authority in the area of the provision of urban services to affect significant changes in the way these services are provided to Dade County residents, particularly those residing in the municipalities. For example, most of the municipal fire departments are now part of a county-wide system. All police departments are under county control, with the exception of the Miami Police Department, which met the county's minimum standards. There is also a county-wide public transportation system which covers all of Dade County with the exception of Coral Gables, whose bus system met the minimum standards set by Metro.<sup>14</sup>

The provision of water facilities is shared jointly by Metro and the municipalities. The ultimate responsibility for the quality and quantity of all water provision in Dade County lies with Metro, even though it sells no water at retail itself. Local water distribution is the responsibility of the local governments, who, in many cases, buy water wholesale from Metro, then distribute it themselves. Water bills are paid to the individual municipalities or to private water companies.

Although Metro is responsible for county-wide water quality and quantity, the Water and Sewer Department of the City of Miami has developed into the largest water producer in the county. This unit retails water to Miami residents as well as some customers in unincorporated areas and other municipalities such as Miami Beach. It also sells water to private water distribution companies such as the one serving Coral Gables. Other municipalities such as Homestead and North Miami both produce and distribute water, primarily to serve the large subdivisions which sprang up in the unincorporated areas of the county in the late 1950's.

Sewage disposal and major sewage transmission is the responsibility of Metro. Local collection systems, where available, are the responsibility of the municipalities. At present, only parts of Miami, Hialeah, and Coral Gables, all of Miami Beach and North Miami and some recent subdivisions are served by sanitary sewers. The great majority of county residents are served by individual septic tanks.

The Metropolitan Dade County Water and Sewer Board is the regulatory body charged with the responsibility of maintaining the quality of water and sewer service throughout the county. Its power over rates does not extend to municipal systems.

Refuse collection is the responsibility of the individual municipalities. Its disposal is the responsibility of the county, which maintains a system of incinerators located throughout the county. The division of responsibility between the municipalities and the county for this and other urban services is the subject of a Dade County Planning Department publication titled *Recommended City-County Division of*

*Responsibility for Urban Services in Metropolitan Dade County.* Although this publication contains only recommendations, subsequent developments since its 1964 publication have shown that the urban services of Dade County have been provided in close compliance with these recommendations (see Appendix II).

### CHAPTER III

#### THE ORGANIZATION OF THE PLANNING AGENCIES IN THE TWO METROPOLITAN AREAS

The principal differences in the organization of the two planning agencies are caused by the relationship each has to the governmental structure within their respective SMSA's. This causes differences in the bodies for which each agency prepares its recommendations, the way they are financed, and in their internal organization.

##### The Recipient of the Agencies' Recommendations

Both ARMPC and the Dade County Planning Department prepare plans that are advisory only. Neither has the power within itself to carry out the recommendations they make. Implementation of these recommendations is the prerogative of the political jurisdictions in the Atlanta and Miami SMSA's. The staff of ARMPC prepares its recommendations for a separate commission, which has no powers of implementation. The commission in turn makes its own recommendations for the consideration of the numerous governments of the Atlanta area. The Metropolitan Dade County Planning Department, in cooperation with a lay planning advisory board, prepares its recommendations for a single government with extensive powers and jurisdiction throughout Dade County.

##### The Commission of ARMPC

The Commission of ARMPC consists of 15 members from the various political jurisdictions within the planning area established by the

State enabling legislation. Clayton, Cobb and Gwinnett Counties are represented by the Chairman of the Board of Commissioners of Roads and Revenues from each county plus one other resident from each county designated by that county's Commission Chairman. Fulton and DeKalb Counties are represented by the Chairman of the Board of Commissioners of Roads and Revenues from each county plus two other residents from each county designated by that county's Commission Chairman. The City of Atlanta is represented by the Mayor of Atlanta plus two other Atlanta residents designated by the Mayor (see Figure 4). Substitutes for the Mayor and County Commissioners may be named by the heads of the supporting governments of ARMPC.<sup>15</sup>

The terms of the Commission members of ARMPC depend on whether they hold elective offices. Those Commission members holding elective offices remain on ARMPC's Commission as long as they hold these offices. The appointed members serve for three years. None of the Commission members receive any compensation for serving on ARMPC's Commission, but they may be reimbursed for traveling and other expenses related to Commission work.<sup>16</sup>

The purpose of ARMPC's Commission is two-fold. First, the Commission guides the staff in planning for the needs of the Atlanta area. Second, the Commission aids in implementing those plans of the staff that receive Commission approval.

During the past six years of its existence, the strategy of ARMPC has been to gain support for its activities. This is particularly important to a separate Commission such as ARMPC, because without the support of the governments in the Atlanta area, ARMPC would have little

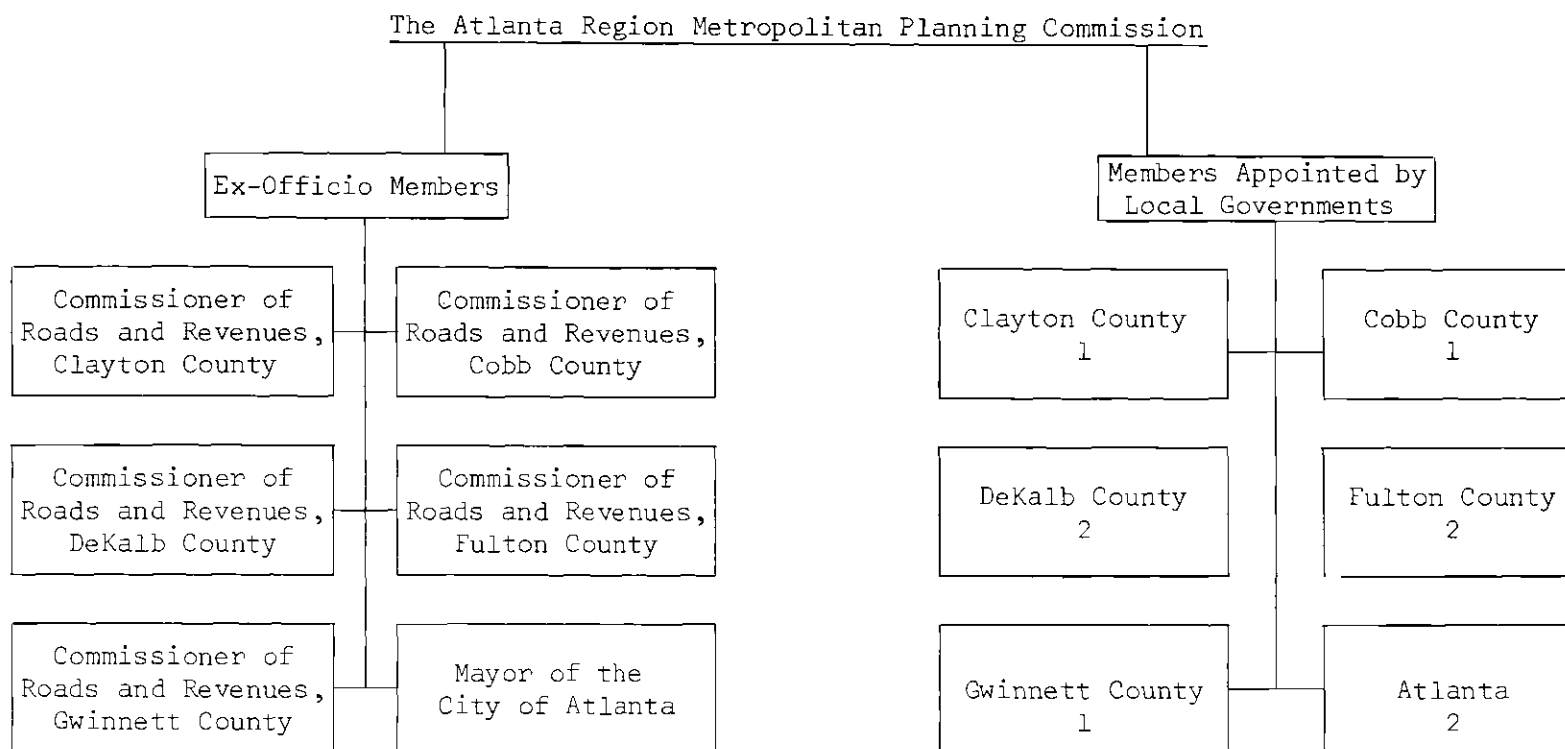


Figure 4. Organization of the Atlanta Region Metropolitan Planning Commission

influence on the development of the Atlanta SMSA.

ARMPC has gained support for its activities in many ways. It has provided technical planning assistance to various cities and counties. It has provided a speaker for almost every group requesting one and has given data and advice to both public and private groups. Through reports, conferences, luncheon meetings and other less formal means, both the Commissioners and staff of ARMPC have attempted to create more awareness of the region and to impress on the public and its elected officials the importance of solving shared problems through metropolitan planning.

The Commission has also been involved in implementation. It has tried to get the governments in the Atlanta area to follow its proposals and plans. For the most part, it has relied on voluntary compliance on the part of local governments. Occasionally, the Commission has suggested the creation of other agencies with legal powers to implement specific plans. The Metropolitan Atlanta Rapid Transit Authority (MARTA), which has the responsibility of bringing rapid transit to Atlanta, the Metropolitan Atlanta Council of Local Governments (MACLOG), which is a forum for the public officials of the Atlanta area to discuss problems common to the entire region, and the Atlanta Area Transportation Study (AATS), which is responsible for transportation planning in the Atlanta metropolitan area, are examples of this tactic.<sup>17</sup>

#### The Dade County Planning Advisory Board

Before any recommendations dealing with the comprehensive master plan for the economic and physical development of Dade County go to the Board of County Commissioners for final action, they must be submitted

to the Planning Advisory Board (henceforth designated as "PAB"). The recommendations of the Planning Department must have the approval of the PAB before they can be sent to the Board of County Commissioners for final consideration and enactment into law.<sup>18</sup>

The 11-member PAB is composed of laymen appointed by the Board of County Commissioners. In addition, the Directors of the Departments of Building and Zoning, Park and Recreation, Public Works, and Traffic and Transportation are required to attend all PAB meetings. While they can assist the PAB in its deliberations, they have no vote on the recommendations submitted to it.

Each of the 11 voting members of the PAB receives \$15.00 for each meeting he attends. The Department heads receive no compensation for attending PAB meetings. When the PAB was first established, three of its members served for one year, four for two years and four for three years. Since the expiration of these original terms, each appointment has been for three years.<sup>19</sup>

Once the comprehensive master plan or any part of it has been approved by both the PAB and the Board of County Commissioners, it then becomes part of the public record. This means that no street, park or other public way, or space, and no public building or structure not provided for in this comprehensive master plan shall be constructed or authorized in the area covered by the master plan until the location and layout has been submitted to the PAB for its approval. Such variances from the master plan are authorized only upon application, after public hearing and by a vote of the majority of the full PAB. The PAB's action in these matters becomes final when approved by the Board



of County Commissioners.

The PAB is also called upon to review zoning, subdivision and related regulations prepared by the Planning Director, as well as those of the various municipalities throughout the county, with a view to coordinating such regulations to the greatest extent possible. In addition, the PAB is authorized to study and recommend to the Board of County Commissioners changes in municipal boundaries and the creation of new municipalities.

There is a closely interdependent relationship between the PAB and the Planning Director in that neither may act independently of the other. While the Director has the responsibility of preparing the master plan, he does so with the advice of the PAB, which may decline to adopt any plan with which a majority of its members are not in accord. In the matter of zoning and subdivision variances, the PAB is specifically enjoined from granting them without first considering the recommendations of the Planning Director.<sup>20</sup>

#### The Zoning Appeals Board

The Home Rule Charter provides for the creation of a Zoning Appeals Board. This Board hears and decides appeals where it is alleged there is error in any order, decision or determination made by administrative officials in the enforcement of zoning ordinances. This Board also hears and decides variances and special exceptions in zoning ordinances. The Zoning Appeals Board also serves an important function as a fact-finding body. In deciding special exceptions, the Board must determine that certain facts exist before the exception can be approved.

The Board may also be asked to determine the existence of a non-conforming use by hearing and deciding facts as to whether or not the use existed at the time the regulations were enacted.

#### Financial Support

ARMPC is supported by payments stipulated by the enabling legislation which created it. Each of the six political jurisdictions represented in ARMPC has a basic assessment of \$2,000.00. In addition, Clayton, Cobb and Gwinnett Counties each contribute 12 cents per resident, Fulton and DeKalb Counties each contribute 12 cents per resident living within the county outside Atlanta and 5 cents per resident living within the county inside Atlanta, and the City of Atlanta itself contributes 7 cents per resident.<sup>21</sup> This means that ARMPC receives \$12,000.00 in basic assessments plus 12 cents per resident of the Atlanta SMSA per year. The actual assessments are based on the yearly population estimates made by the planning staff for each of the political jurisdictions represented in ARMPC. The payments to ARMPC for the years 1961-1966 were as follows:

Table 3. Contributions to ARMPC, 1961-1966<sup>22</sup>

Year	Amount
1961	\$133,721.88
1962	137,880.00
1963	141,840.00
1964	146,040.00
1965	148,320.00
1966	157,320.00

Each of the political jurisdictions has its assessment submitted to it by the staff of ARMPC by September 1 of each year. If, by October 1 they have not notified ARMPC that they wish to drop out of the Commission, they are then obligated to support ARMPC for one more year.<sup>23</sup>

The Dade County Planning Department is a part of the Metro government and its operations are financed by the general revenues collected by Metro. Once collected, these revenues are then allocated by the County Manager with the approval of the Board of County Commissioners. The payments made to the Dade County Planning Department by the county government for the years 1961-1966 are as follows:

Table 4. Budget for the Dade County  
Planning Department, 1961-1966<sup>24</sup>

Year	Amount
1961	\$200,972.00
1962	193,651.00
1963	170,219.00
1964	187,133.00
1965	204,959.00
1966	214,047.00

Therefore, while the population of Dade County increased from 852,705 in 1960 to 1,064,000 in 1966, the Planning Department's appropriation varied considerably, and actually dropped over \$30,000 from 1961 to 1963 before rising sharply to its present level, which represents a per capita expenditure of about 21.4 cents, or over 9 cents per capita greater than the expenditures of ARMPC. The Dade

County Planning Department is nevertheless more susceptible to budgetary fluctuations than ARMPC because of its position as a department of government. ARMPC derives its budget figure from the population of the Atlanta SMSA, while the Dade County Planning Department's budget is determined by the County Manager and the Board of County Commissioners.

#### Administration

The affairs of ARMPC are administered by an Executive Director who is appointed by and serves at the will of the 15 Commission members. He is responsible for carrying out the policies of the Planning Commission. He makes decisions on all financial and administrative matters related to ARMPC, evaluates the work of the staff and promotes liaison activity with individuals, organizations and governments that affect or are affected by planning decisions made in the Atlanta area.<sup>25</sup> A Planning Director is responsible for the supervision of the actual planning program. He reports directly to the Executive Director of ARMPC.

The Director of the Dade County Planning Department administers the affairs of the Planning Department. He is appointed by the County Manager and is responsible for carrying out the broad policies related to planning as handed down by the Board of County Commissioners. The organization and operating procedures of the Department are prescribed in administrative orders and regulations by the County Manager. The salaries of the top administrative personnel of the Department are fixed by the Board of County Commissioners upon recommendation of the County Manager.<sup>26</sup>

### Staff

Both agencies maintain fairly large staffs which vary in size according to the work there is to be done. While there is no difference in the professional standards the staffs must meet, there are differences in departmental divisions, fiscal and hiring procedures caused by the agencies' differing responsibilities and relationships to area governments.

Departmental Divisions. Both agencies have divisions responsible for secretarial and graphics services, research, comprehensive or long-range planning and local planning assistance (see Figures 5 and 6). ARMPC also maintains close contact with MARTA and MACLOG. The Executive Director of ARMPC serves as the Secretary of both these agencies. In addition, MARTA and ARMPC work closely together to insure that MARTA's plans do not conflict with the master plan prepared by ARMPC, and all MACLOG staff are ARMPC employees.<sup>27</sup>

The Dade County Planning Department has a Project Planning Division which prepares zoning and subdivision regulations and reviews proposed zoning changes and subdivision plats for the Planning Director's recommendations to the PAB. This Division also conducts special planning studies pertaining to zoning and developmental recommendations affecting the implementation of the master plan.

Personnel Procedures. The biggest difference in the personnel procedures of the two agencies is the existence of a Personnel Department through which the Dade County Planning Department must operate to hire its staff. Whereas ARMPC is responsible only to its own Commission-

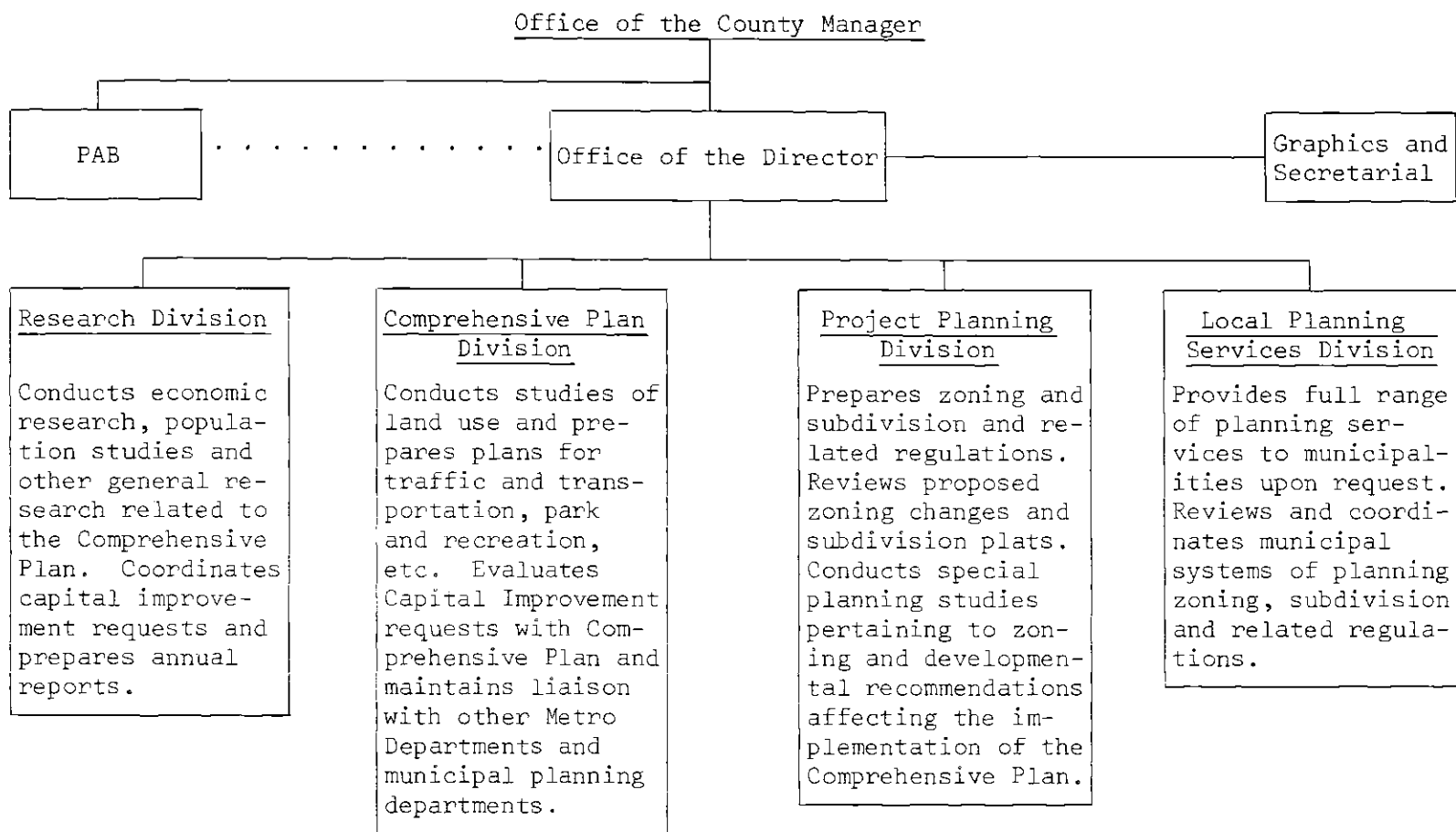


Figure 5. Organization of the Dade County Planning Department

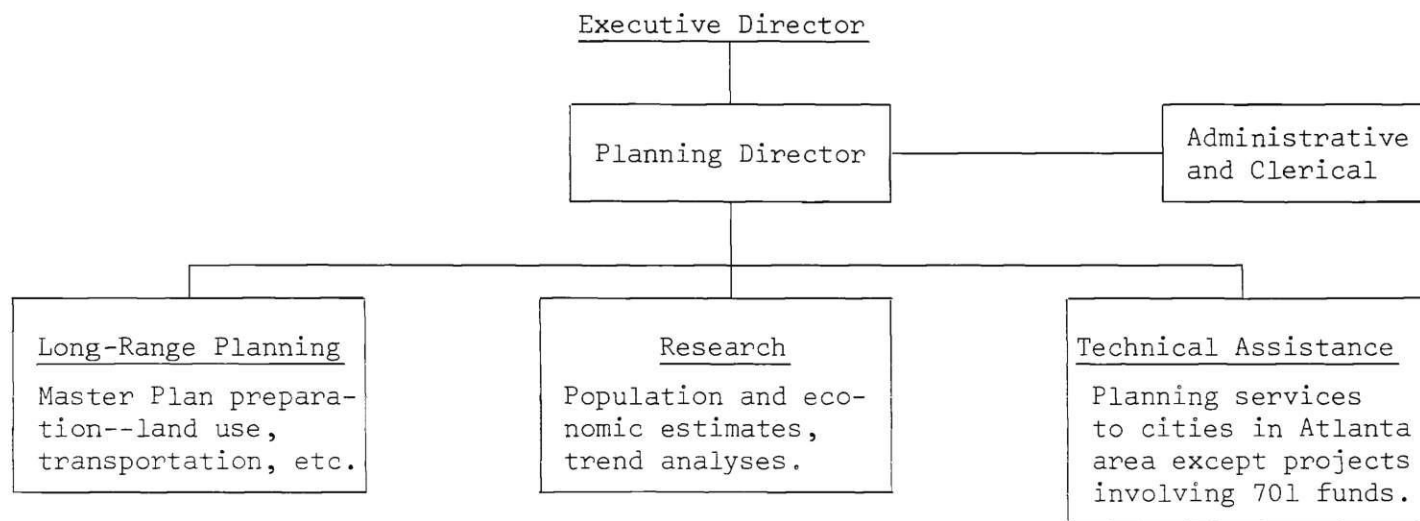


Figure 6. Organization of the Staff of the  
Atlanta Region Metropolitan  
Planning Commission

members for the personnel it hires and the salaries paid, the personnel requests of the Dade County Planning Department must be channeled through a separate department of the Metro government. All Dade County personnel must meet certain minimum standards set by the Personnel Department for each county job. Once employed by the county, all employees become part of a civil service system and are paid according to their classification.



## CHAPTER IV

## THE DUTIES AND POWERS OF THE PLANNING AGENCIES

Very broadly, both planning agencies are responsible for the preparation of a master plan for the orderly growth of the areas they serve. In carrying out this responsibility, they are required by law to make comprehensive surveys of all contributing factors and trends relevant to the future development of their areas. Such surveys cover transportation, land use, public utilities, governmental facilities and services, natural resources, and other physical, social and economic factors.<sup>28</sup>

This is the extent of ARMPC's responsibility as defined by its enabling legislation.<sup>29</sup> The Dade County Planning Department has more responsibilities because of the extensive powers granted the Metro government under the Home Rule Charter.

Under the provisions of the Dade County Codes, which delegate the powers granted to the Metro government, the Planning Director is responsible for performing the following additional duties:

- (1) Prepare for review and public hearing by the Planning Advisory Board, and for adoption by the Commission, zoning, subdivision and related regulations for the unincorporated areas of the county and minimum standards governing zoning, subdivision, and related regulations for the municipalities. The Director shall consult with the Department of Building and Zoning before preparing such regulations.
- (2) Prepare recommendations to effectuate the master plan and to coordinate the county's proposed capital improvements with the master plan.

- (3) Review the municipal systems of planning, zoning, subdivision, and related regulations and make recommendations thereon with a view to coordinating such municipal systems with one another and with those of the county. The Director shall consult with the Department of Building and Zoning before preparing such regulations.
- (4) Examine and approve all proposed plats and proposed local area developments after review by the Department of Building and Zoning.
- (5) Provide for public hearings before the Planning Advisory Board.<sup>30</sup>

#### Policy Formation

One of the first steps any planning agency must take is the formation of goals and objectives for the development of the planning area. These goals and objectives must then be translated in definite policies which serve as a guide for the agency's planning operations. Without such a set of policies, the agency's recommendations are subject to criticism by those who wish to pursue actions not endorsed by the agency. Also, if the governing body of the planning agency does not have a set of policies or is unwilling to stand firmly behind those it has, the technical staff will often question the value of doing good technical work when it sees its plans consistently being put on the shelf.<sup>31</sup>

Both ARMPC and the Dade County Planning Department have formulated goals and objectives for the development of their respective areas. It is in the area of actual policy development that the Dade County Planning Department has been able to progress slightly further than ARMPC. This is due primarily to its position within the Metro government, which has the power to implement the Planning Department's

recommendations.

The Commission members of ARMPC have often felt that because of the separated status of the Commission, they do not have enough authority to formulate a set of developmental policies for the Atlanta SMSA. Consequently, policy development at ARMPC has been done in piecemeal fashion, and has lagged behind the needs of the Atlanta region.<sup>32</sup> A recent American Society of Planning Officials report concerning the operations of ARMPC states:

. . . the Commission itself must take a more active part in the making of policies. The staff can and should recommend policies for Commission consideration, but it is the Commission's job to arrive at a collective judgment concerning what policies are best for the region. The Commission's record as a developer of policy is relatively weak. Most ARMPC technical reports contain policies, but they are often buried and obscured. It is really not clear to the public whether the Commission really stands behind these policies or whether they are just unofficial preferences of the staff. And there is some indication that the Commission is unaware that when it endorses a report it also endorses the policies embodied in that report.<sup>33</sup>

In contrast to this, the policies guiding the development of Dade County are clearly stated in the 1960 Planning Department publication, *Recommended Planning Objectives for the Development of Dade County*. This publication lists specific goals and objectives for the development of Dade County, and follows each with a statement of the policy that should be followed to achieve them. This publication, like all Planning Department actions, is advisory in nature and contains only recommended policies.

No set of planning policies can be effective unless they have the approval of the local governments affected by the planning agency's recommendations. For example, the policies formulated by ARMPC that

deal with area-wide problems such as water and sewer development must have the approval of each of the 50 units of local government for them to be effective on a regional basis. Such an agreement within the Atlanta SMSA is very unusual. The developmental policies listed in the Dade County Planning Department publication have the approval of the PAB, which means that the Planning Department and the PAB have a definite set of developmental policies to guide them when they formulate recommendations for the Board of County Commissioners to act on. They are not adopted by the Board of County Commissioners since they are used primarily as guidelines by the Planning Department and the PAB.

#### General Land Use Planning

As a partial statement of developmental policy, both agencies have prepared general land use plans for their areas. These plans are constantly being updated as conditions change. Both plans are in the form of a map with accompanying text which shows the most desirable development for 1985.

The general land use plan prepared by ARMPC shows the most desirable land use and transportation network for 1985. It is intended as a general guide for future growth and was adopted by the Commission members in 1962 after public hearings in each member county and the City of Atlanta. Since this plan has not been adopted by the five counties and the City of Atlanta, none of the political jurisdictions within the Atlanta SMSA is legally bound to follow its recommendations.

The general land use plan prepared by the Dade County Planning Department also shows the most desirable land use and transportation

network for 1985. This plan was adopted by both the PAB and the Board of County Commissioners after public hearings in 1965. This means that any development which is contrary to the plan must be brought before the PAB and the Board of County Commissioners before the plan can be changed.<sup>34</sup>

The general land use plan prepared by the Dade County Planning Department differs from the plan of ARMPC in that it shows land use by "density" as well as "use." Thus, instead of listing areas as "residential," "industrial" or "commercial" only, the "residential" areas on the Dade County map are further broken down into "estate," "low," "medium" or "high" density. While this represents stricter limitations on development than those proposed by the ARMPC map, it still recognizes the autonomy of the municipalities in that it permits them to guide the development of their areas according to their own wishes as long as they stay within the density requirements of the Dade County Planning Department's map. For example, a municipality may develop a residential area as single-family housing with small, individual lots or as fewer high-rise apartments with large amounts of open space surrounding them. It can develop areas in any combination of residential uses it chooses within the densities specified by the map.

Both ARMPC and the Dade County Planning Department prepare reports covering specialized subjects of area-wide importance, such as libraries, police and fire protection, parks and recreation and schools. Each of these reports follows the broad outlines of the general land use master plan, but treats their subjects in a more detailed manner.

These reports, when prepared by ARMPC, represent the best judgment of the Commission members. ARMPC has not sought to have these reports adopted by their constituent governments. Their main purpose is to call attention to specific problems within the Atlanta area and to suggest possible solutions. These same reports, when prepared by the Dade County Planning Department, are passed on to the PAB for approval. Once passed by the PAB, these reports become guidelines on which the PAB will base its recommendations.

#### Transportation Planning

The Highway Act of 1962 states that the Bureau of Public Roads shall not approve any program for Federal Aid Highway projects in any urban area of more than 50,000 population unless such projects are based on a comprehensive transportation planning process carried on cooperatively by states and local communities.<sup>35</sup> This act compels the urban areas of the United States and the 50 State Road Departments to become partners, however willing or unwilling.

The Act goes further in delineating how this cooperation is to be accomplished. One of the requirements is the establishment of various technical committees which exchange data, and in some cases, determine policy.

The Technical Coordinating Committee (TCC) used in the Atlanta area was actually in existence before the 1962 Highway Act. It came into being when the State Highway Department drew up a model agreement establishing TCC's in cities throughout Georgia. Each of these committees included technical personnel as well as elected representatives

from each city and county. After 1962, when the provisions of the Highway Act were applied to the Atlanta area, it was decided that the TCC would be too large, so the elected officials from the cities and counties of the Atlanta SMSA were omitted, leaving only technicians on the committee.<sup>36</sup>

The TCC is responsible for conducting the Atlanta Area Transportation Study (AATS) which carries out overall transportation planning in the Atlanta area. Eight different governments or agencies, including the five counties and the City of Atlanta, the State Highway Department and ARMPC, cooperate with each other in AATS. Each of the five counties and the City of Atlanta has signed an agreement covering the details of cooperation. ARMPC and the State Highway Department signed each of these agreements. The TCC has no director, only a Transportation Planning Coordinator, who is a staff member of ARMPC.

The function of the TCC is to give guidance to the planning program, make policy decisions about procedures, evaluate the planning work as it progresses and make recommendations relative to the overall transportation plans for the Atlanta region. The five counties and the City of Atlanta have agreed to make their plans available to the TCC for review and consideration before making any final decisions.

Coordination between ARMPC and the TCC is close because the Transportation Planning Coordinator of the TCC is a staff member of ARMPC. However, final decisions about transportation planning are made by the TCC, and final decisions about comprehensive planning are made by the Commissioners of ARMPC. The TCC is loosely defined as planning directors, public works directors, traffic engineers, etc., none of

whom are directly responsible to the Atlanta SMSA electorate. Yet this is the closest thing to a regional transportation policy-making body that exists in the Atlanta region.<sup>37</sup>

The Dade County Planning Department prepares its transportation plans in cooperation with the PAB. Their joint recommendations are then sent to a Technical Advisory Committee (TAC). This committee, like Atlanta's TCC, is composed of technicians. These technicians represent the U. S. Bureau of Public Roads, the Department of Housing and Urban Development, the Federal Aviation Agency, the Dade County Port Authority, and the Metropolitan Transit Authority. Other members may be added when their particular areas of concern are affected by transportation planning in Dade County. Dade County's TAC serves the same purpose as Atlanta's TCC with the important exception of not making policy. The TAC sends its own recommendations or alternatives to a Policy Committee composed of the Florida State Highway representative from Dade County and the County Manager of Dade County. They review the recommendations of the TAC and formulate the final plans that will be presented to the Board of County Commissioners for action. Therefore, in Dade County, transportation policy-making is placed in the hands of those whose business it is to make policy: the County Manager and the Board of County Commissioners.<sup>38</sup>

#### Reviewing Agent for Federal Funds Applications

Much recent Federal legislation involving grants requires that all plans be reviewed by a regional planning agency for compliance with a regional master plan. Both ARMPC and the Dade County Planning Depart-



ment perform this function for capital facilities' grants. ARMPC has recently voluntarily divested itself of the responsibility of reviewing plans involving 701 grants, while the Dade County Planning Department is increasing its responsibility in this area.

#### Capital Facilities

The 1961 and 1965 Federal Housing Acts require that local governments desiring Federal funds for the construction of water and sewer facilities and parks submit their plans to a metropolitan planning agency for its review and comments on their compatibility with a regional master plan. Title II of the 1966 Demonstration Cities and Metropolitan Development Act broadened the scope of Federal participation to include open-space land, hospitals, airports, libraries, water supply and distribution systems, sewage and waste treatment facilities, highways, mass transit, water development and land conservation projects. As with the previous acts, a regional planning agency is required to review and make comments on these applications. Both ARMPC and the Dade County Planning Department have been designated by the Department of Housing and Urban Development as the reviewing agents for their respective areas.

The Federal legislation requires that there be a working five-year plan in existence for the development of the region before any Federal funds will be made available. ARMPC has no authority over capital budgeting in the Atlanta area, leaving the counties and municipalities to prepare their own capital budgets. They must then come to ARMPC for approval. In Dade County, the Planning Department and the Office of the County Manager prepare annually a Six-Year Capital

Improvements Budget for the entire county. This document coordinates the capital improvements of the municipalities, including their applications for Federal funds, into a single, county-wide capital improvements budget.

#### 701 Local Planning Assistance

In the Atlanta area, ARMPC has recently voluntarily divested itself of all local planning assistance contracts paid for with 701 funds. This was done by mutual agreement with the newly-formed State Planning Bureau. ARMPC originally took over the administration of 701 contracts from the Department of Industry and Trade because of a shortage of staff within that Department. At that time it was understood by both parties that when appropriate, this function would revert to a State agency.<sup>39</sup> ARMPC will continue to provide local planning assistance where the work does not involve Federal funds. It will be the responsibility of the individual counties to deal directly with the State Planning Bureau for 701 projects.<sup>40</sup> This will give ARMPC more time to devote to its other planning activities, while permitting the municipalities and counties to continue receiving Federal support for their projects.

The Dade County Planning Department provides a full range of local planning services to the municipalities at cost. At present, five municipalities have contracts with the Planning Department. Much of this work is paid for with 701 funds. The number of municipalities contracting with the Planning Department is expected to increase when the Planning Department takes over the administration of all 701 funds in Dade County from the State Planning Department of the Florida

Development Commission. This will enable the Planning Department to extend more planning services to the municipalities and to ensure that the work done will be in compliance with the master plan.

#### Information Services

The position of both ARMPC and the Dade County Planning Department as the one agency responsible for regional planning in their individual areas gives them access to all types of social and economic information on an area-wide basis. This information is made available to private developers as a regular part of the agencies' operations. This information is used by developers in determining the best location for their businesses relative to water and sewerage facilities and markets for their products and services. The Research Division of both agencies is responsible for handling requests for information of this nature.

#### Special Surveys

In addition to making surveys for the preparation of the agencies' master plans, both ARMPC and the Dade County Planning Department are responsible for analyzing data and trends to detect emerging problems before they become crises. Through data collection and analysis, an alert agency can spot danger signs or development opportunities which require more detailed study and action by appropriate agencies. Areas requiring study might include shifts in population characteristics, increases in traffic congestion, or accidents, increases or decreases in residential or commercial vacancies, and slow-down in industrial construction.<sup>41</sup>

Both ARMPC and the Dade County Planning Department have charged their Research Divisions with the responsibility of keeping alert for areas requiring special surveys. For example, ARMPC in 1962 published *Economic Potentials: R & D*, which surveyed the region's potential for attracting research and development industries. Another example is *Atlanta Silhouettes: People, Jobs and Land*, which describes, among other things, the effect that changing age distribution in the population will have on higher education. The report pointed up the current trend toward the construction of junior colleges, and strongly recommended that Atlanta take steps to fill this need.<sup>42</sup>

The Dade County Planning Department has also published the results of special studies covering a wide range of problems in Dade County. Such problems of area-wide importance as the Miami River, amenity in Dade County, municipal boundaries, urban growth, and various industrial activities have been the subject of special Planning Department studies. In addition to the preparation of these special reports, the Planning Department is responsible for carrying out studies that are requested by the County Manager.<sup>43</sup> Examples of such studies are those dealing with the future location of county incinerators and plans for a county operated hospital complex. While past practice has been for the County Manager to request that studies of this nature be done, the Planning Department is free to initiate studies in these and similar areas.<sup>44</sup>

Both agencies plan these reports so as to not impair other planning operations. Additional personnel are often hired to do these reports, and both agencies have at times relied on consultants for the

preparation of these special reports.

#### ARMPC's Intergovernmental Developmental Agreements

Because ARMPC has no legal powers to implement its plans, it must depend on the governments within the Atlanta SMSA to do so. ARMPC has sought to bring this about by encouraging the various political jurisdictions within the Atlanta SMSA to carry out its recommendations in compliance with its master plan.

#### Open-Space and Airport Development Agreements

According to the terms of the Open-Space Land Acquisition Agreement prepared by ARMPC, the six members of ARMPC have agreed to acquire open-space land within their jurisdictions in accordance with the comprehensive plan prepared by ARMPC.<sup>45</sup> This open-space agreement has made the six governments eligible for Federal aid for acquisition and development of open space within the Atlanta metropolitan area.<sup>46</sup>

Another similar agreement covers development around the Atlanta Airport. ARMPC has fostered the creation of a committee consisting of the heads of the governments of Clayton County, Fulton County, Hapeville, College Park, East Point, Mountain View, Forest Park, and the school districts of Clayton County and Fulton County. This committee, named the Atlanta Airport Development Coordinating Committee, has as its purpose the "establishment of a voluntary and permanent organization for coordinating information regarding airport planning and development."<sup>47</sup>

#### MACLOG

The Metropolitan Atlanta Council of Local Governments (MACLOG) is

a voluntary association of local governments established in 1964 to serve as a forum for governments in the region to discuss area-wide problems. ARMPC sponsored the first meetings to organize MACLOG. The Executive Director of ARMPC is MACLOG's Secretary, and all MACLOG staff are ARMPC employees. ARMPC played a key role in obtaining the recently approved Federal grant of \$60,000 which will help MACLOG through its next few years.<sup>48</sup>

The outstanding achievement of MACLOG to date is the creation of METROPOL, the name given to the organization that coordinates the efforts of the individual police forces that serve the Atlanta area. Almost 95 per cent of the region's policemen are in METROPOL, although this figure represents only one-half of the 32 units in the area. In the same area of governmental services integration, MACLOG has done much toward standardizing traffic regulations and signals, and is working toward the creation of a unified metropolitan fire system to be called METROFIRE.<sup>49</sup>

While there are no plans at present for a merger between ARMPC and MACLOG for planning and implementation purposes, this remains a possibility for the future. MACLOG is still too weak to be effective, but many government officials in the Atlanta area who think on a regional basis see in a strengthened ARMPC-MACLOG combination the means of achieving truly regional planning with a firm basis for implementation.<sup>50</sup>

Additional Responsibilities of  
the Dade County Planning Department

The Dade County Planning Department has several additional areas of responsibility not available to ARMPC. These include making recommendations regarding zoning, subdivision and related regulations, certain minimum standards, municipal bonds and annexation requests.

Zoning and Subdivision

The Dade County Planning Department is responsible for preparing zoning, subdivision and related regulations for the unincorporated areas of the county. It has the same responsibility regarding subdivision and related regulations in the municipalities. All of these recommendations must have the approval of the PAB before being passed on to the Board of County Commissioners for final enactment into law. Also, the Planning Department is responsible for providing for public hearings on these recommendations before the PAB. Within the unincorporated area, the handling of the day-to-day affairs of zoning and the submission of requests for variances is the responsibility of the Department of Building and Zoning.

Zoning of the incorporated areas of the county is the responsibility of the municipalities, subject to review by the Planning Department for minimum standards of compliance with the master plan.<sup>51</sup>

Should a municipality wish to zone an area in a way that is not in conformity with the land use plan, the Planning Department first appeals to the PAB. If the PAB considers the Planning Department's appeal to be valid, the PAB then requests the municipality to change its zoning. Only as a last recourse will the county government force compliance

with the land use plan.

#### Minimum Standards

The Planning Department is responsible for preparing minimum standards for zoning, subdivision and related regulations for the unincorporated and incorporated areas of the county. These recommendations must have a public hearing before the PAB, approval of the PAB and be adopted by the Board of County Commissioners. Once adopted, the county government may then take over the zoning of any municipality whose zoning standards are not up to the minimum standards set by the county.<sup>52</sup>

The Planning Department is responsible for preparing recommendations for minimum standards for outdoor advertising signs on expressways and the landscaping of parking areas. In the future, it hopes to have the same responsibility for minimum standards for the amount of off-street parking that must be provided for different types of commercial and public structures.<sup>53</sup>

#### Capital Budgeting

The Planning Department is charged with the responsibility of working with the Budget Division in the Office of the County Manager in the preparation of the county's Six-Year Capital Improvements Budget.<sup>54</sup> Each year this is added to the county's Annual Administrative Budget, which is prepared by the same two departments. In the preparation of this document, the Planning Department is responsible for assembling the capital improvements requests of the municipalities into a single, county-wide capital improvements budget that is consistent with the Planning Department's master plan. The Planning Department and the



Budget Division have no authority to tell a municipality how to spend its money. However, the Planning Department makes recommendations to the PAB regarding bonds that the municipalities issue to raise money for capital improvements. Without PAB approval, no municipality in Dade County can issue such bonds.<sup>55</sup>

#### Annexation

All annexation requests must be reviewed by the Planning Department which then makes its recommendations to the PAB. Final action is taken by the Board of County Commissioners. The Planning Department may initiate annexation studies or may undertake them at the request of the County Manager or the Board of County Commissioners.<sup>56</sup>

## CHAPTER V

## AN EVALUATION OF THE TWO AGENCIES

Any comparison between ARMPC and the Dade County Planning Department must be made within the context of the basic difference between these two agencies. ARMPC is an agency that is not an integral part of governmental structure of the Atlanta SMSA. Its Commission makes its recommendations to a multitude of governments. The Dade County Planning Department is an integral part of the Metropolitan Dade County government. This Department, in cooperation with the PAB, prepares its recommendations for a single government that has extensive powers of jurisdiction and implementation throughout Dade County.

Differences in the legal status of the planning agencies and in the organization of and powers granted to the governments of the two areas make comparisons in many areas of the agencies' operations of little validity. The Dade County Planning Department has more areas of responsibility than ARMPC because of its status as a Department of government and because of the county government's extensive powers, which were granted it in the Home Rule Charter. The Dade County Planning Department's responsibilities in the areas of zoning and subdivision ordinances, minimum standards, coordination of the county's capital budget with the master plan, and annexation and municipal bond requests can not be granted to ARMPC under the multi-government structure of the Atlanta Metropolitan region.<sup>57</sup>

In spite of these differences, there are several points of comparison that can be made in the organization and operation of the two agencies. These include an evaluation of the body to which each agency makes its recommendations, the way the agencies are financed, their personnel procedures, their policy-making procedures, and transportation planning.

#### ARMPC's Commission and the PAB

Six of the 15 members of ARMPC's Commission hold elective offices. None of the 11 members of the Dade County PAB is elected. However, both bodies are ultimately responsible to an electorate. The remaining 9 members of ARMPC's Commission are appointed by the 6 holding elective office. The 11-man PAB in Dade County is appointed by the Board of County Commissioners which is responsible to the Dade County electorate.

Many of ARMPC's Commissioners have felt that their time is better spent attending to duties other than those concerned with planning for the Atlanta region. This is demonstrated by the fact that although ARMPC's Commission holds only five meetings per year, there is often considerable difficulty in getting a quorum of the 15 Commissioners to attend. There are several reasons given by the Commissioners themselves for this. The first reason is a simple lack of interest on the part of many Commissioners in planning for the entire region. They are of the opinion that ARMPC has little or no effect on development within their individual jurisdictions. Another reason given for poor attendance at Commission meetings is that the Executive Director of ARMPC and

its staff are doing such a fine job that the participation of the Commission members in ARMPC affairs is not really necessary. The problem of attendance has been compounded recently because the County Commissioners from Clayton, Cobb and Gwinnett Counties have been changed within the last two years. The newly-elected County Commissioners have found it necessary to spend their time establishing themselves in their public offices, at the expense of participation in ARMPC affairs.<sup>58</sup>

In contrast to this, attendance at PAB meetings, which are held once a month by law, is high. This is in recognition of the importance of PAB deliberations, which are ultimately passed on by the Board of County Commissioners, whose decisions affect the development of all of Dade County.<sup>59</sup>

#### Financing

Although it might seem that ARMPC's financial support is less certain than that of the Dade County Planning Department, this is actually not the case. ARMPC knows what its budget will be before it actually collects the money, making it possible to make detailed budget plans for the coming year. The Dade County Planning Department must operate on a less sure basis because of the possibility of departmental cut-backs.

The only way the budget of ARMPC could be reduced would be for any of the six contributors to withdraw from ARMPC. Even though the Commission member from DeKalb is presently threatening to pull out of ARMPC, it is highly unlikely that this will happen. No county in the Atlanta region could afford to be excluded from the planning process

of the Atlanta area, especially DeKalb County, the second most populous county in the planning district.<sup>60</sup> Therefore, in the area of financial support, the system of payments used by ARMPC must be judged superior to the relatively uncertain system of budgetary allocations afforded the Dade County Planning Department.

#### Dade County's Personnel Department

The existence of a Personnel Department through which the Dade County Planning Department must operate to hire its staff represents an extra step that ARMPC does not have to take. ARMPC is responsible for its personnel procedures only to its own Commission and not to a separate department of government. This gives ARMPC slightly more latitude in hiring the staff it needs and paying the salaries necessary to keep them, since their employees are not classified for salary purposes according to the civil service system of another department. While the Dade County Planning Department has yet to experience any difficulty in obtaining the personnel it needs and in paying them enough to keep them, this nevertheless remains a possibility because of the existence of the Personnel Department and its civil service classification system, which may or may not be sympathetic to future requests for adequately paid personnel.<sup>61</sup>

#### The Establishment of Policy

As previously discussed, the establishment of definite developmental policies that will be adhered to is a prerequisite for effective planning operations. The recommendations contained in the reports published by ARMPC represent the developmental policies approved by the

Commission. However, the Commission has been reluctant to formulate developmental policies for the entire Atlanta area that might conflict with the wishes of the individual political jurisdictions in the Atlanta SMSA.<sup>62</sup> This reluctance on the part of the Commissioners has hindered the staff's planning operations because it denies them a foundation on which to formulate their regional plans.<sup>63</sup>

In contrast to this, the Dade County Planning Department has a complete set of developmental policies on which to base its regional plans. Since these policies have been approved by the PAB, to which the Planning Department must submit its recommendations for the master plan, the Planning Department has a definite framework within which to prepare its developmental plans for Dade County. Also, these policies provide the PAB with a set of guidelines against which to assess requests for zoning and subdivision changes and annexation and bonding proposals of the municipalities before their submission to the Board of County Commissioners for consideration. The comparative sureness with which the PAB and Planning Department have developed these policies is directly related to the fact that they make their recommendations to a single government possessing extensive powers and jurisdiction throughout Dade County.<sup>64</sup>

#### Transportation Policy-Making

Atlanta's TCC is responsible for making policy decisions on transportation planning procedures for the Atlanta region. All parties involved in transportation planning in the Atlanta region are required to submit their plans to the TCC for review and recommendations before

final action by the individual political jurisdictions.<sup>65</sup> This Committee, which is responsible for overall transportation planning in the Atlanta area, is composed exclusively of technicians who are not responsible to any electorate. This takes the making of policy procedures for transportation planning out of the hands of the elected officials of the Atlanta SMSA and places it in the hands of technicians who may or may not be responsive to the wishes of the Atlanta-region electorate.

In contrast to this, transportation policy recommendations for the entire Dade County area are made by a Policy Committee on which the County Manager of Dade County is a permanent member. The recommendations of this Committee, which are based on the findings and recommendations of a technical committee similar to Atlanta's TCC, are then passed on to the Board of County Commissioners for final action. This places the function of making final policy recommendations in the hands of a Committee which, through the presence of the County Manager, is more responsive to the wishes of an area-wide electorate, which expresses itself through the election of the Board of County Commissioners. The Board makes final decisions on transportation policy based on the recommendations of the County Manager, who serves at the will of the Board of County Commissioners.<sup>66</sup>

### Conclusions

The two agencies that have been examined have their individual strengths and weaknesses. Many are caused by the differing geographical and historical characteristics of the areas they serve. However, many

are caused by the basic difference in the political relationship each has to the governments of its respective SMSA's. This is not to say that one system is better than another: in fact, quite the opposite is true. All that has been demonstrated is that areas with different legal, political and geographical environments call for different types of agencies to plan for their growth. The Metro government of Dade County could not be transplanted to the Atlanta SMSA. Many changes in the political structure of the area and in the attitudes of elected officials would have to be made for such a drastic change to be accepted. The turbulent history of metropolitan government in Dade County demonstrates this.

What this paper has attempted to show is that the planning agencies of these two areas have grown and evolved according to the needs of the regions they serve. Both agencies represent an attempt to plan for rapidly growing metropolitan areas. Both agencies will doubtlessly expand their operations and influence as their respective SMSA's continue to grow. They will probably expand in different ways because of the differing political and geographical characteristics of their individual areas. Whatever form this expansion takes, however, will be in response to the needs of the people of these areas, because more and more, governments are having to plan for the future growth of their areas. This is being brought about by a population that is becoming increasingly urbanized and demanding that governments provide the quality and quantity of urban services that are in keeping with the constantly rising standard of living of the urban population of the United States.



APPENDIX

## APPENDIX I

## THE METROPOLITAN DADE COUNTY HOME RULE CHARTER

## ARTICLE 1

## Board of County Commissioners

## Section 1.01 Powers

A. The Board of County Commissioners shall be the legislative and governing body of the county and shall have the power to carry on a central metropolitan government. This power shall include but not be restricted to the power to:

1. Provide and regulate arterial, toll, and other roads, bridges, tunnels, and related facilities; eliminate grade crossings; provide and regulate parking facilities; and develop and enforce master plans for the control of traffic and parking.
2. Provide and operate air, water, rail, and bus terminals, port facilities, and public transportation systems.
3. License and regulate taxis, jitneys, limousines for hire, rental cars, and other passenger vehicles for hire operating in the unincorporated areas of the county.
4. Provide central records, training, and communications for fire and police protection; provide traffic control and central crime investigation; provide fire stations, jails and related facilities; and subject to the Section 1.01A(18) provide a uniform system for fire and police protection.
5. Provide and enforce comprehensive plans for the development of the county.
6. Provide hospitals and uniform health and welfare programs.
7. Provide parks, preserves, playgrounds, recreation areas, libraries, museums, and other recreation and cultural facilities and programs.

8. Establish and administer housing, slum clearance, urban renewal, conservation, flood and beach erosion control, air pollution control, and drainage programs and cooperate with governmental agencies and private enterprises in the development and operation of these programs.
9. Provide and regulate or permit municipalities to provide and regulate waste and sewage collection and disposal and water supply and conservation programs.
10. Levy and collect taxes and special assessments, borrow and expend money and issue bonds, revenue certificates, and other obligations of indebtedness in such manner, and subject to such limitations as may be provided by law.
11. By ordinance, establish, merge, and abolish special purpose districts within which may be provided police and fire protection, beach erosion control, recreation facilities, water, streets, sidewalks, street lighting, waste and sewage collection and disposal, drainage, and other essential facilities and services. All county funds for such districts shall be provided by service charges, special assessments, or general taxes levied within such districts only. The Board of County Commissioners shall be the governing body of all such districts and when acting as such governing body shall have the same jurisdiction and powers as when acting as the Board.
12. Establish, coordinate, and enforce zoning and such business regulations as are necessary for the protection of the public.
13. Adopt and enforce uniform building and related technical codes and regulations for both the incorporated and unincorporated areas of the county; provide for examinations for contractors and all parties engaged in the building trades and for the issuance of certificates of competency and their revocation after hearing. Such certificates shall be recognized and required for the issuance of a license in all municipalities in the county. No municipality shall be entitled to require examinations or any additional certificate of competency or impose any other conditions for the issuance of a municipal license except the payment of the customary fee. The municipality may issue building permits and conduct the necessary inspections in accordance with the uniform codes and charge fees therefor.
14. Regulate, control, take over, and grant franchises to, or operate itself gas, light, power, telephone, and other utilities, sanitary and sewage collection and disposal

systems, water supply, treatment, and service systems, and public transportation, provided however, that:

(a) Franchises under this subsection may only be granted by a two-thirds vote of the members of the Board present and approved by a majority vote of those qualified electors voting at either a special or general election.

(b) The county shall not operate a light, power, or telephone utility to serve any territory in the county which is being supplied with similar service except by a majority vote of those qualified electors voting in an election held not less than six months after the Board has passed an ordinance to that effect by a two-thirds vote of the members of the Board present. Such ordinance shall contain information on cost, method of financing, agency to regulate rates, agency to operate, location, and other information necessary to inform the general public of the feasibility and practicability of the proposed operation.

15. Use public funds for the purposes of promoting the development of the county, including advertising the area's advantages.
16. Establish and enforce regulations for the sale of alcoholic beverages in the unincorporated areas and approve municipal regulations on hours of sale of alcoholic beverages.
17. Enter into contracts with other governmental units within or outside the boundaries of the county for joint performance or performance by one unit in behalf of the other of any authorized function.
18. Set reasonable minimum standards for all governmental units in the county for the performance of any service or function. The standards shall not be discriminatory as between similar areas. If a governmental unit fails to comply with such standards, and does not correct such failure after reasonable notice by the Board, then the Board may take over and perform, regulate, or grant franchises to operate any such service. The Board may also take over and operate, or grant franchises to operate any municipal service if:

(a) In an election called by the Board of County Commissioners within the municipality a majority of those voting vote in favor of turning the service over to the county; or

(b) The governing body of the municipality requests the county to take over the service by a two-thirds vote of its members or by referendum.

19. (a) By ordinance, abolish or consolidate the office of constables, or any county office created by the legislature, or provide for the consolidation and transfer of any of the functions of such officers, provided, however, that there shall be no power to abolish the Superintendent of Public Instruction, Sheriff, or to abolish or impair the jurisdiction of the Circuit Court or to abolish any other Court, provided by the Constitution or by general law, or the judges or clerks thereof.  
  
(b) A special election shall be held in Dade County, Florida, no later than 30 days from the passage of this amendment in order to elect the Sheriff. The Metropolitan Sheriff shall continue to hold office, until the election of the Sheriff, as provided above and his qualification and assuming office as provided by the general laws of the State of Florida. Election dates for the office of Sheriff will thereafter coincide with the primary and general elections of the State of Florida, and the election and duties and office of Sheriff shall be governed by the laws of the State of Florida.  
  
(c) Upon the election of the Sheriff, and his taking office, as herein provided, all existing ordinances inconsistent herewith shall no longer remain in force and effect.
20. Make investigations of county affairs, inquire into the conducts, accounts, records, and transactions of any department or office of the county, and for these purposes require reports from all county officers and employees, subpoena witnesses, administer oaths, and require the production of records.
21. Exercise all powers and privileges granted to municipalities, counties, and county officers by the Constitution and laws of the state, and all powers not prohibited by the Constitution or by this Charter.
22. Adopt such ordinances and resolutions as may be required in the exercise of its powers, and prescribe fines and penalties for the violation of ordinances.
23. Perform any other acts consistent with law which are required by this Charter or which are in the common interest of the people of this county.

24. Supersede, nullify, or amend any special law applying to this county, or any general law applying only to this county, or any general law where specifically authorized by the Constitution.

B. No enumeration of powers in this Charter shall be deemed exclusive or restrictive and the foregoing powers shall be deemed to include all implied powers necessary and proper to carrying out such powers. All of these powers may be exercised in the incorporated and unincorporated areas, subject to the procedures herein provided in certain cases relating to municipalities.

C. The Board shall have the power of eminent domain and the right to condemn property for public purposes. The Board shall make fair and just compensation for any properties acquired in the exercises of its powers, duties, or functions. The Board shall also provide for the acquisition, or other satisfaction of the debts, and the protection of pension rights of affected employees of any governmental unit which is merged, consolidated, or abolished or whose boundaries are changed or functions or powers transferred.

D. The Board shall be entitled to levy in the unincorporated areas all taxes authorized to be levied by municipalities and to receive from the state any revenues collected in the unincorporated areas on the same basis as municipalities.

## ARTICLE 3

## The County Manager

## Section 3.01 Appointment and Removal

The Board of County Commissioners shall appoint a County Manager who shall be the chief executive officer and head of the administrative branch of the county government. The Board shall fix the Manager's compensation, and he shall serve at the will of the Board.

## Section 3.02 Qualifications

The Manager shall be chosen by the Board on the basis of his executive and administrative qualifications. At the time of his appointment he need not be a resident of the state. No County Commissioner shall be eligible for the position of Manager during or within two years after the expiration of his latest term as Commissioner.

## Section 3.03 Absence of Manager

The Board may designate a qualified administrative officer of the county to assume the duties and authority of the Manager during periods of temporary absence or disability of the Manager.

## Section 3.04 Powers and Duties

A. The Manager shall be responsible to the Board of County Commissioners for the administration of all units of the county government under his jurisdiction, and for carrying out policies adopted by the Board. The Manager, or such other persons as he may be designated by resolution of the Board, shall execute contracts and other instruments, sign bonds and other evidences of indebtedness, and accept process.

B. Unless otherwise provided for by civil service rules and regulations, the Manager shall have the power to appoint and suspend all administrative department heads of the major departments of the county, to-wit: Tax Collector, Tax Assessor, Department of Public Works, Department of Public Safety, Building and Zoning Department, Planning Department, Finance Department, Park and Recreation Department and Internal Auditing Department, except that before any appointment shall become effective, the said appointment must be approved by the

County Commission and if same is disapproved the said appointment shall be void. In the event such appointment shall be disapproved by the County Commission the appointment shall forthwith become null and void and thereupon the County Manager shall make a new appointment or appointments, each of which shall likewise be submitted for approval by the County Commission. However, the right to suspend, remove or discharge any department head with or without cause, is reserved at all times to the County Manager.

#### Section 3.05 Restriction on Board Members

Neither the Board nor any of its members shall direct or request the appointment of any person to, or his removal from, office by the Manager or any of his subordinates, or take part in the appointment or removal of officers and employees in the administrative services of the county. Except for the purpose of inquiry, as provided in Section 1.01A(20), the Board and its members shall deal with the administrative service solely through the Manager and neither the Board nor any members thereof shall give orders to any subordinates of the Manager, either publicly or privately. Any wilful violation of the provisions of this Section by a member of the Board shall be grounds for his removal from office by an action brought in the Circuit Court by the State Attorney of this county.



## ARTICLE 5

## Municipalities

## Section 5.01 Continuance of Municipalities

The municipalities of the county shall remain in existence so long as their electors desire. No municipality in the county shall be abolished without approval of a majority of its electors voting in an election called for that purpose. The right of self determination in local affairs is reserved and preserved to the municipalities except as otherwise provided in this Charter.

## Section 5.02 Municipal Powers

Each municipality shall have the authority to exercise all powers relating to its local affairs not inconsistent with this Charter. Each municipality may provide for higher standards of zoning, service, and regulation than those provided by the Board of County Commissioners in order that its individual character and standards may be preserved for its citizens.

## Section 5.03 Municipal Charters

A. Except as provided in Section 5.04, any municipality in the county may adopt, amend, or revoke a charter for its own government or abolish its existence in the following manner. Its governing body shall, within 120 days after adopting a resolution or after the certification of a petition of ten percent of the qualified electors of the municipality, draft or have drafted by a method determined by municipal ordinance a proposed charter, amendment, revocation, or abolition which shall be submitted to the electors of the municipalities. Unless an election occurs not less than 60 nor more than 120 days after the draft is submitted, the proposal shall be submitted to a special election within that time. The governing body shall make copies of the proposal available to the electors not less than 30 days before the election. Alternative proposals may be submitted. Each proposal approved by a majority of the electors voting on such proposal shall become effective at the time fixed in the proposal.

B. All municipal charters, amendments thereto, and repeals thereof shall be filed with the Clerk of the Circuit Court.

#### Section 5.04 Changes in Municipal Boundaries

A. The planning director shall study municipal boundaries with a view to recommending their orderly adjustment, improvement, and establishment. Proposed boundary changes may be initiated by the Planning Advisory Board, the Board of County Commissioners, the governing body of a municipality, or by a petition of any person or group concerned.

B. The Board of County Commissioners, after obtaining the approval of the municipal governing bodies concerned, after hearing the recommendations of the Planning Advisory Board, and after a public hearing, may by ordinance effect boundary changes, unless the change involves the annexation or separation of an area of which more than 250 residents are electors, in which case an affirmative vote of a majority of those electors shall also be required. Upon any such boundary change any conflicting boundaries set forth in the charter of such municipality shall be considered amended.

C. No municipal boundary shall be altered except as provided by this Section.

#### Section 5.05 Creation of New Municipalities

The Board of County Commissioners and only the Board may authorize the creation of new municipalities in the unincorporated areas of the county after hearing the recommendations of the Planning Advisory Board, after a public hearing, and after an affirmative vote of a majority of the electors voting and residing within the proposed boundaries. The Board of County Commissioners shall appoint a charter commission, consisting of five electors residing within the proposed boundaries, who shall propose a charter to be submitted to the electors in the manner provided in Section 5.03. The new municipality shall have all powers and rights granted to or not withheld from municipalities by this Charter and the Constitution and general laws of the State of Florida.

#### Section 5.06 Contracts with Other Units of Government

Every municipality in this county shall have the power to enter into contracts with other governmental units within or without the boundaries of the municipality or the county for the joint performance or performance by one unit in behalf of the other of any municipal function.

#### Section 5.07 Franchise and Utility Taxes

Revenues realized from franchise and utility taxes imposed by the municipalities shall belong to the municipalities.

## APPENDIX II

RECOMMENDED CITY-COUNTY DIVISION OF RESPONSIBILITY  
FOR URBAN SERVICES IN METROPOLITAN DADE COUNTY

Metropolitan Dade County Planning Department

and

Planning Advisory Board

October, 1964

**RECOMMENDED CITY-COUNTY DIVISION OF RESPONSIBILITY FOR SERVICES  
METROPOLITAN DADE COUNTY, FLORIDA**

66

JULY, 1964

SERVICE	GOVERNMENT LEVEL RESPONSIBLE FOR PROVISION (SEE TEXT PG. 2)	MAJOR CRITERIA							
		FAVORING CITY RESPONSIBILITY				FAVORING COUNTY RESPONSIBILITY			
		SIGNIFICANT BENEFITS FROM LOCAL CITIZEN POLICY PARTICIPATION	NEED FOR READY ACCESS TO LOCAL RESIDENTS	LITTLE OR NO SPILLOVER OF BENEFITS	SIGNIFICANT ECONOMIES OF SCALE	ADEQUATE GEOGRAPHIC SCOPE FOR EFFECTIVE PERFORMANCE	REGIONAL BASE TO COORDINATE FUNCTIONS	LEGAL, ADMINISTRATIVE OR FISCAL CAPACITY	
<b>FIRE</b>									
COMMUNICATIONS	**COUNTY								
TRAINING	**COUNTY								
OPERATIONS	CITY	•	•	•				•	
<b>REFUSE</b>									
COLLECTION	CITY		•	•					
DISPOSAL	**COUNTY				•	•			
<b>LIBRARIES</b>									
CENTRAL SYSTEM	*COUNTY				•	•		•	
LOCAL BRANCHES	***COUNTY	•	•	•	•	•		•	
<b>POLICE</b>									
COMMUNICATIONS	**COUNTY								
CENTRAL RECORDS, STATISTICS	*COUNTY				•	•			
LABORATORY	***COUNTY					•		•	
TRAFFIC ENFORCEMENT & ACCIDENT INVESTIGATION	CITY (COUNTY ON XWAYS)	•	•	•		•			
PATROL (ROAD & FOOT)	CITY	•	•	•					
CIVIL DEFENSE	COUNTY		•			•	•	•	
DETECTIVE									
CENTRAL BUREAU (COORDINATION & SPECIALIZED UNITS)	*COUNTY					•	•	•	
IMMEDIATE INVESTIGATION	CITY		•	•					
JUVENILE									
CENTRAL BUREAU	*COUNTY					•	•	•	
LOCAL CONTROL, INVESTIGATION	CITY		•	•					
JAIL	***COUNTY				•		•		
OVERNIGHT LOCKUPS	CITY		•						
<b>URBAN RENEWAL</b>	*COUNTY (CONCURRENCE OF CITY IN PROJECT PLANS-CITY SHARES IN COSTS)	•	•	•		•	•	•	
<b>PARKS &amp; RECREATION</b>									
NEIGHBORHOOD & COMMUNITY	CITY	•	•						
REGIONAL	***COUNTY					•	•	•	
MUSEUMS, PLANETARIUM	***COUNTY					•	•	•	
<b>WELFARE</b>	***COUNTY		•			•	•	•	
<b>HOSPITALS &amp; PUBLIC HEALTH</b>	***COUNTY		•			•	•	•	
<b>TRANSPORTATION &amp; HIGHWAYS</b>									
SEAPORT	*COUNTY					•	•		
TRAFFIC ENGINEERING	*COUNTY					•	•	•	
MASS TRANSIT--BUSES	**COUNTY					•	•	•	
MAIN ARTERIALS (MAINT, LIGHTING)	*COUNTY					•	•	•	
COLLECTORS, RESIDENTIAL STREETS	CITY	•	•						
<b>PLANNING</b>									
REGIONAL	*COUNTY	•				•	•	•	
CITY	CITY	•						•	
<b>COMMUNITY HOUSING &amp; DEVELOPMENT</b>									
ZONING	CITY (CONSIST. WITH COUNTY MASTER PLAN)	•	•				•		
SUBDIVISION REGULATIONS	*COUNTY (CITY PRO- CESSING & CONCURRENCE)	•					•	•	
MINIMUM HOUSING CODE	*COUNTY (CITY ENFORCEMENT)		•			•	•	•	
BUILDING CODE	*COUNTY (CITY ENFORCEMENT)					•	•	•	
PUBLIC IMPROVEMENT COORDINATION	*COUNTY					•	•	•	
<b>WATER</b>									
PRODUCTION & PRIMARY DISTRIBUTION	**COUNTY				•	•	•		
LOCAL DISTRIBUTION	CITY	•		•					
<b>SANITARY SEWERS</b>									
LOCAL COLLECTION SYSTEM	CITY	•		•					
PRIMARY TRANSMISSION, DISPOSAL	**COUNTY				•	•	•		
<b>POLLUTION CONTROL</b>	**COUNTY					•		•	
<b>COURTS</b>									
TRAFFIC	*COUNTY				•	•			
PENAL	***COUNTY	•	•		•				
<b>TAX ASSESSING &amp; COLLECTING</b>	*COUNTY				•				

\* EXCLUSIVE RESPONSIBILITY OF COUNTY TO PROVIDE (THOUGH THIS MAY BE BY CONTRACT).  
 \*\* OPTION OF CITY TO AUGMENT SUBJECT TO COUNTY REGULATION.  
 \*\*\* OPTION OF CITY TO PROVIDE OR AUGMENT WITHOUT COUNTY REGULATION.

REVISED  
OCTOBER 9, 1964

## The Division of Urban Services in Dade County

### FIRE PROTECTION

#### Advisory Commission on Intergovernmental Relations

This service is well suited to local administration from a benefit standpoint. In addition, the service needs to be close to the scene, reducing possibilities of economies of scale. However, planning of total fire fighting resources and personnel, recruitment and training may be benefitted by areawide cooperation. Some savings can be realized when there is coordination of fire stations at community boundaries if there is no legal prevention. Fire prevention also benefits from areawide administration. Localized fire services have the advantage of providing citizen participation through volunteer departments, but they are less able to provide adequate services as the population density increases.

#### Dade County Conditions

Up until a few years ago, fire protection was provided almost exclusively by the municipalities. Now complete fire protection is provided by the Metropolitan Dade County Fire Department to El Portal, Golden Beach, Hialeah Gardens, Pennsuco, and Virginia Gardens. In addition, assistance is automatically provided to Florida City, Medley, and Sweetwater for fires involving buildings. And Metro assists larger municipalities and the Everglades Fire Control District upon request. Rapid urbanization of the unincorporated area also has forced the metropolitan county government to provide some fire service outside the municipalities. Since county fire services are financed by the county-at-large through property taxes, there has been a reluctance to expand the department more than absolutely necessary. Agreements also exist between communities. North Miami provides services to Biscayne Park and Surfside to Indian Creek. Communities have mutual assistance agreements among themselves to aid one another under varying circumstances.

Radio communications are provided by the county to Bal Harbour, Bay Harbor Islands, North Miami, North Miami Beach, Opa-locka, and Surfside. Miami provides a similar service to Miami Shores, Miami Springs, and South Miami; and Coral Gables serves West Miami. The remainder of the communities depend on telephone or have their own radio system.

Fire insurance rates are dependent in part on the rating attained by a municipal fire department. Risks and rates on modern CBS houses are so low, however, even for houses in the unincorporated area which is in the highest rate classification, that decreased fire insurance rates would not cover the increased taxes required to bring down the rating. Large commercial and industrial establishments generally benefit the most from decreased insurance rates resulting from increased protection

and corresponding increased local taxes. As a result, the more highly commercialized and industrialized communities such as Miami and Miami Beach spend considerably more per capita than suburban residential communities for fire service.

#### Recommendation

The responsibility for providing fire protection and the corollary hydrant system should be the responsibility of municipal governments. This opinion is based upon the facts that there is not a great deal of spillover into adjacent communities from fire services provided; economies of scale are not significant beyond a certain minimum not necessarily met in some of the smallest communities; and adequacy of service depends on a range of local circumstances leading to diverse levels of service from community to community.

It is further recommended, however, that the responsibility for fire communications be placed in the metropolitan government. This, together with comprehensive mutual assistance agreements, would permit better utilization of forces particularly along the borders of municipalities where the service areas of fire stations are most likely to extend into neighboring areas.

The implementation of the recent recommendations contained in the Planning Department's study Coordinated Capital Improvements Procedures would help curtail the location of stations in poor locations--particularly along municipal boundaries.

#### REFUSE COLLECTION AND DISPOSAL

##### Advisory Commission on Intergovernmental Relations

Collection is handled most adequately on a local basis if there is little spillover. Some spillover, however, for disposal leads to better administration by enlarging service areas. Economies of scale occur in operation of dumps and refuse pickup, but this is limited by the increased cost of hauling distance. This may be modified by using transfer stations. If communities are forced to use incinerators, economies of scale exist by maintaining a few large incinerators instead of many small ones. The desire of residential suburbs to exclude incinerators makes it desirable for enlarging the administrative area for refuse disposal.

A 1962 survey of 211 counties over 100,000 showed that only five counties provided garbage collection county-wide, and 28 provided service just to unincorporated areas. Another report showed that 13 states had statutory authority for special districts to perform refuse collection and disposal.

### Dade County Conditions

Traditionally, garbage and trash collection has been handled on a local basis in Dade County. The various cities provide collection service to their residents while the county takes care of the unincorporated area. Frequency of collection varies from jurisdiction to jurisdiction, particularly with regard to trash pickup. Fees also vary considerably. The cities of Miami and Miami Beach, for example, do not charge fees for basic residential service, placing the burden on general revenues. Most cities charge fees sufficient to cover much of collection and disposal costs while Dade County charges a sufficient fee to cover all costs of collection and disposal. Municipalities have a good record for meeting this important need.

Garbage and trash disposal also has been provided by each jurisdiction. Incinerators are used by Miami and Coral Gables while land fill methods are followed by the county. Miami Beach and Bay Harbor Island contract with the City of Miami to incinerate refuse; South Miami and West Miami contract with Coral Gables; Bal Harbor, Hialeah, Biscayne Park, Golden Beach, Indian Creek, North Bay Village, North Miami, North Miami Beach and Surfside use a dump in Opa-locka maintained by Surfside.

The Dade County experience bears out the Advisory Commission analysis in that collection is handled locally while disposal tends to find several communities contracting for shared incinerators or dumps.

### Recommendation

Refuse collection should remain the fiscal and operational responsibility of the cities. This will permit diversity in levels of service, modes of financing, and rates charged.

Refuse disposal should become the responsibility of regional government. Equity demands that the regional government charge local governments for disposal services on a unit cost basis, sufficient to pay costs. This will eliminate arguments that one community with relatively low refuse generating characteristics is subsidizing jurisdictions which generate much heavier amounts per capita.

County-wide responsibility for providing garbage and trash disposal facilities is indicated by economies of scale and the impact of the facilities on pollution control. In addition, these facilities have special locational requirements. Since they occupy physical locations for an indefinite number of years it seems prudent to consider the county-at-large in selecting sites and service areas for incinerators and dumps.

## LIBRARIES

### Advisory Commission on Intergovernmental Relations

An areawide library system consisting of individual libraries permitting independently operated small community libraries or neighborhood branch libraries meets needs of nearby residents for juvenile, school, and general interest. Larger generalized or specialized research libraries serve progressively larger geographic areas.

A small library costs more per capita than a large one, and a library operating outside the system costs more than a library which benefits from economies of joint purchasing, processing, sharing of resources, and specialization of responsibility. The estimated per capital costs for a library system meeting American Library Association standards in 1959 were \$3.96 for a county library system serving 50,000; \$3.44 for a city library in compact area serving 100,000; \$3.49 for a city-county library spread over a wide area serving 100,000; and \$3.05 in a metropolitan area serving 200,000.

### Dade County Conditions

Library facilities, aside from those provided by schools and universities, are provided by cities. These range from no library facilities at all in some of the smaller communities, through small volunteer-operated units and independent city libraries, to the extensive system of central and branch libraries operated by the City of Miami. The county provides no library service to the 400,000 residents of the unincorporated area.

The strength of a modern library system depends largely on the scope, efficiency, and organization of the central library. This is most important from the standpoint of attaining adequate specialized departments in the diverse scientific areas which are developing so rapidly in our modern era. A large central library can justify development of extensive microfilm libraries with viewing equipment, historical and scientific collections, and other facilities that would be beyond the means of all but the largest community libraries. In addition, the central library serves to strengthen branch libraries in the system by making available for circulation specialized collections as requested. In addition, with a centralized system, popular books can be ordered in volume at lower costs, inventories can be electronically controlled, and the ever-increasing volume of books and periodicals produced can be better screened.

Community and neighborhood libraries, on the other hand, are strengthened through ability to draw on the central library for a range of materials they could not stock as independent units. Being a part of a centralized system should not, in itself, preclude a differentiation between communities in the level of local library service provided. There would appear to be no inherent reason why communities



could not, where they so desired, improve on the level of service provided by the regional service.

#### Recommendation

A county-wide library system should be established. The system established by the City of Miami should be acquired to serve as a foundation for the expanded system. In addition, the county should acquire and incorporate into the system those municipal libraries which meet certain minimum standards as to size and location. Standards could be established by the County Commission and the Library Advisory Board in consultation with the professional staff of the Library Department of the City of Miami. Library operation and construction should be financed by a special millage collected county-wide. The county should then proceed, as these revenues will permit, to extend the system into the unincorporated areas. The goal should be to bring the county-wide system up to the present standards of the City of Miami. Then, if any municipality desired to expand on these services they could do so by appropriating additional funds for this purpose. These should be spent, however, through the county system to improve on service already rendered in that particular municipality.

#### POLICE

##### Advisory Commission on Intergovernmental Relations

Traffic and parking regulations are best administered locally when they concern basically locally generated traffic. But specialized services, including labs, communication systems, records, homicide, vice, detective, and other specialized squads impose prohibitive cost unless the service serves a population large enough to utilize capacity fully. Large scale administration of these activities is more effective because a larger administration is better equipped and staffed and it is easier to handle overall planning and deployment of resources.

Jails and penal institutions usually can be operated more efficiently on a larger scale. Traffic control, on intercity expressways, as distinguished from local and neighborhood streets is more efficiently handled on an areawide basis.

The larger the city, the larger the ratio of police to population. For cities over 250,000, the average number of police is 2.5 police department employees per 1000 population. One expert said it seemed unlikely, except under the most fortuitous circumstances, that a jurisdiction with less than 50,000 population could support a police department that is self-sufficient and self-sustaining.

#### Dade County Conditions

Traditionally, Florida cities provide the bulk of police service. The sheriff's office in most counties patrols rural roads and highways

and acts for the State courts in serving warrants and capias. Naturally some investigative work is performed but rarely to the extent done in the cities.

The combination of metropolitan government and a rapidly expanding urban population in the unincorporated area has led to a large, well equipped police establishment within the Public Safety Department. In addition, there are police forces of varying size and degrees of specialization in the various cities.

A number of specialized services already have been centralized in the Dade County Public Safety Department. These include supervision of auto inspection stations, vice control, jailing of felons, crime lab, and central accident burglary and robbery records. In addition, many other public safety functions are supplied in varying combinations to Dade County Municipalities. Traffic enforcement is provided Coral Gables and Pennsuco, as well as the entire unincorporated area. Field laboratory services are used by all cities but Miami and Hialeah. Polygraph services are provided routinely to all except Bal Harbour, Hialeah Gardens, Indian Creek, Miami, and Miami Beach. These cities use the service on request.

The public safety communications system now is available without charge to Dade County cities. At writing, Bal Harbour, Bay Harbor Islands, North Miami, North Miami Beach, and Surfside use both the police and fire communications nets while Golden Beach, Medley, Miami Springs, Opa-locka, and Sweetwater use only the police network.

At the other end of the scale, Pennsuco is the only incorporated are being routinely patrolled by county force.

#### Recommendation

Routine patrol and traffic enforcement should be the responsibility of the several municipalities. In addition, the municipalities should be responsible for maintaining sufficient detective capacity to provide immediate investigation of known offenses and complaints reported in their jurisdiction. The county, however should be responsible for providing a centralized detective force capable of coordinating and rendering assistance to municipal investigative personnel. The centralization of responsibility for communications, both fire and police in the county together with adequate requirements for reporting through a central record system, would make coordination of detective investigations much simpler.

The responsibility for developing and maintaining the most advanced technical services such as the crime lab, drunkometer testing and polygraph should be a prime responsibility of the county. The county also should be responsible for jail facilities, except for short term detention lock-ups, and juvenila investigation, arrest,

judiciary, detention, and rehabilitation.

Although the county would be charged with the responsibility for a far more extensive array of public safety services than the cities, local governments would retain responsibility for both the patrol and traffic enforcement functions. Neither of these functions would benefit significantly from economies of scale. On the other hand, they represent the most direct contact with the public.

In addition, local responsibility would permit local control of levels of service--an important consideration in view of the variety of conditions prevailing throughout the county. The maintenance of central records and statistics by the county should permit the early discovery of areas in which crime is expanding or contracting. Routine public reports should be made from these records so that citizens and officials of local areas can compare public safety in their city with others in the county. In addition, these statistics may permit the development of meaningful minimum standards.

#### PUBLIC HEALTH

##### Advisory Commission on Intergovernmental Relations

Benefits and costs from environmental health services (supervision of water supply, sewage disposal systems, food establishments, regulation of milk and food sanitation and housing standards) and communicable disease control suggest county or larger areas as appropriate jurisdiction for these health activities. Intercommunity spillovers of health, education, and maternal and child care services are less obvious and extensive and more amenable to local administration, but economies of scale require minimum service area to provide given quality of service. Economy of scale considerations support administration of public health on a county basis, or in less densely populated areas by the State. Vital statistics benefit from large area administration but economy of scale is determined largely by the extent to which automatic data processing is utilized. The shortage of specialized public health personnel also is a factor in favor of larger scale administration. The larger areas are more apt to attract and hold capable personnel. However, strong sentiment exists for retaining local administration for health activities involving patient-doctor-nurse relationships, particularly maternal.

##### Dade County Conditions

The public health function is a State-county agency, largely under State control financed by the county.

##### Recommendations

General public health functions should be the responsibility of the County Manager having the final responsibility, rather than the

State or municipalities.

#### URBAN RENEWAL

##### Advisory Commission on Intergovernmental Relations

In most cities urban renewal is a joint national-local activity shaped largely by national policies and programs. Indirect benefits and costs pervade the entire area, but the immediate benefits are to the residents of the locality. Size has little bearing on the success of obtaining citizen support and participation as required under Federally aided programs.

The International City Managers Association said in Local Planning Administration that the importance of working out the development and redevelopment of urban centers on a metropolitan planned basis has been recognized. Urban renewal requires specialization of personnel and there are economies of scale resulting with lower unit cost of output.

##### Dade County Conditions

Urban renewal has been undertaken in Dade County as the responsibility of the regional government.

In the case of the first project in Dade County, the Central Miami Negro District, the City of Miami must approve final plans before execution. This requirement assures a close interaction between the county-wide Urban Renewal Agency and the city in which the project lies. The City of Miami also will contribute half of the local one-third share of net project costs.

##### Recommendations

Cost of urban blight should be born regionally. Benefits from the reduction of the blight are felt throughout the region. Regional and local responsibilities, both financial and operational, should continue to be harmonized so that regional responsibility for a service enhances the opportunity for a city to further its own goals for progress.

#### PARKS AND RECREATION

##### Advisory Commission on Intergovernmental Relations

Unlike libraries or education, indirect social benefits of parks far exceed the direct benefits to the individual users. In addition to contributing physical and mental health, parks play a significant role in planning and zoning by providing buffers between land uses. They also help to reduce population density and offer pleasing vistas to passers-by.

George Butler, Research Director of National Recreation Association, said there is a need for reallocation of recreational activities among levels of government in metropolitan areas if: a particular service requires use of scarce resources not now provided in an optimum manner, perhaps due to lack of intergovernmental cooperation in acquisition and planning; or if present arrangements result in tax inequities, for example, subsidization of unincorporated areas by incorporated areas; or provision of regional facilities by a central city.

Responsibility should be vested in the unit which can establish equitable relationship between cost allocation and receipt of benefit. Various government units must be willing to accept and carry out responsibility for functions. Butler proposes that all areas, facilities and services that benefit only local residents be handled by municipalities. Playlots, playgrounds, and neighborhood parks basically benefit residents of the immediate surrounding areas. Large parks serving an entire city also should be under local control, unless they serve a large proportion of nonresidents. In many metropolitan areas, said Butler, the county would be the logical agency to provide nonlocal recreation activities. This includes services for the entire area, such as large recreation parks, reservations, golf courses, camps, zoological parks, nature preserves, cultural centers, and parkways. The tax burden entailed in furnishing these services would be spread equitably over entire population benefitted, and the wide area has the benefit of economy of scale. Special recreational facilities such as swimming pools, golf courses, and tennis courts are like utility services and benefits are confineable to the users on fee basis. But large capital outlays for these facilities require large scale operations to keep down unit cost.

#### Dade County Conditions

In general, the pattern of providing park and recreation facilities has followed the lines suggested above, with the county providing the large regional parks and the cities concentrating on community and neighborhood parks. In the past the cities have provided almost all recreation programs, golf courses, and tennis courts. During the last two years the county has embarked on an extensive program to provide local park and recreation facilities in the unincorporated areas financed by a franchise tax on the Florida Power and Light Company based on revenues drawn essentially from the unincorporated area.

#### Recommendation

Regional park facilities should definitely be the responsibility of the metropolitan government while neighborhood and community facilities should remain the responsibilities of local governments. Fee facilities such as golf courses, tennis courts, and swimming pools need not be assigned to either level where costs are largely born by users with little or no burden on general tax revenues. Insofar as the

metropolitan government is acting as a local government for the unincorporated area and relying on revenues drawn from that area it can logically act to supply local park and recreation facilities.

#### PUBLIC WELFARE

##### Advisory Commission on Intergovernmental Relations

More than any function, the welfare function epitomizes interdependence of local government in a large urban area. The county is accepted as the local administrative unit for carrying out Federal and State assistance, which constitutes about 90 percent of the total welfare expenditures in the nation. The other 10 percent is administered to a great extent by municipalities and townships. Administration of local State, and Federal assistance by the county has administrative advantages of treating problems of a single family on a unified basis. The county is the most common political-geographic unit for administration of State and local assistance in 39 States.

##### Dade County Conditions

With the exception of some nominal contribution to welfare on the part of the cities of Miami and Miami Beach, this function is now handled on a regional basis by either county or State agencies.

##### Recommendations

Responsibility should continue to be vested in these governments. The above refers to governmental responsibility for welfare and should not be considered to extend to private community organizations. Local, regional, and State governments have the obligation to coordinate welfare activities with these organizations without assuming responsibility for control of operations.

#### HOSPITAL AND MEDICAL CARE FACILITIES

##### Advisory Commission on Intergovernmental Relations

Coordinated planning on a metropolitan basis for location, size, nature of hospitals, and other medical care has many advantages. Non-governmental hospitals are essentially areawide. Within such areawide planning individual hospitals financed and maintained on a local government basis can retain interdependence in determining internal policy and controlling operations. The Federal Hospital Survey and Construction Act (Hill-Burton) requires a State plan as a condition of construction grants for hospital and related facilities to States for allocation among voluntary and government institutions. The program has promoted local planning on an areawide basis through technical assistance for areawide health facility planning agencies. This can contribute to accelerated development of a coordinated hospital and medical facilities program on a metropolitan basis to reduce duplication.

The American Hospital Association and the Public Health Service suggested that a vehicle for coordinating community action for hospital and related facilities be the local planning agency if it is recognized by the State Hill-Burton Agency as the authorized planning agency for the locality.

#### Dade County Conditions

With the transfer of Jackson Memorial Hospital to Dade County by the City of Miami in 1949, the responsibility of the metropolitan government for public medical facilities--particularly for charity and welfare cases was recognized. The practical inability of the City of Miami to carry the burden of this service was recognized with the assumption of this responsibility by the county.

#### Recommendation

The need for specialized equipment in this era of medical advances requires a large medical complex with an extensive service area to justify many of the heavy expenditures involved. The further recognition that poverty and the corollary need for welfare is a product of, and problem for, the whole community rather than its several municipal parts, argues further for the acceptance of regional responsibility for this costly and important service.

#### TRANSPORTATION

##### Advisory Commission on Intergovernmental Relations

Intercommunity spillovers of transportation are recognized. This has long provided the rationale for State and Federal participation in local highway construction. A need for a similar approach to bus and rail transit is being recognized in some areas. The benefit area is the criterion for the metropolitan area provision of transportation. This is strongly supported by potential economies of scale. Provision of transportation requires large outlays. The planning and construction of the system is basically areawide in nature. Certain aspects benefit only the local resident. The construction and maintenance of local streets, curbs, gutters, and sidewalks are proper municipal functions. Provision of parking facilities is difficult to assign. Some are terminals for areawide highways. Others primarily serve local residents. Localities may achieve economies of scale from having construction and maintenance of local streets, sidewalks, and paving facilities performed under contract by a larger jurisdiction.

Most experts in the transportation field have concluded that an overall integrated approach to transportation is a necessary prerequisite to any solution. One commentator said "of all metropolitan public services urban transportation is possibly the worst suffered from the chronic disease of fragmented control".

### Dade County Conditions

Metropolitan Dade County has pursued a vigorous course in recognition of the responsibility for a regional approach to highway transportation. This is attested by the uniform traffic code, metropolitan traffic court, consolidation of municipal traffic engineering into a county unit, and county-wide coordination of arterial highway planning. A county-wide bus transit also is being developed after acquisition of the major private bus company. The county is also acting jointly with the State and Federal Governments in the development of a comprehensive transportation study which will provide the foundation for future development of all forms of transportation facilities.

### Recommendation

The county should continue its prime responsibility for planning, coordinating and implementing regional transportation facilities. The results and recommendations of transportation planning studies should be made readily available to private interests in the transportation field so as to encourage their efforts to implement and adapt to these plans.

The municipalities, on the other hand, must retain primary responsibility for construction and maintenance of local collectors and residential streets.

### PLANNING

#### Advisory Commission on Intergovernmental Relations

The task of guiding and helping coordinate urban development decisions in metropolitan areas has grown beyond the ability of municipal planning agencies as factors affecting development have extended beyond municipal boundaries and special districts have been created to provide urban services among a number of municipalities. At the same time the need exists for local municipal planning activities of land use, streets and highways, mapping and zoning, capital programming and budgeting, and platting and subdivision control.

To be effective metropolitan planning must be comprehensive so that it can provide a forum for resolution of conflicting interests and needs in providing specific urban services. For example, street and highway decisions have an impact on transit planning. Localized planning also is needed for coordination of urban functions of a locality to produce an effective overall local program and for guidance of local development within accepted areawide guidelines prepared by the metropolitan planning body.



### Dade County Conditions

The Home Rule Charter establishing our Metropolitan Government also required that a Planning Department be organized.

The City of Miami has been the only municipality to maintain a separate Planning Department. In most municipalities planning is undertaken, usually on a short term project-by-project basis in the Public Works Department or in connection with setting forth and amending permitted uses of land through the zoning ordinance. Although zoning is a powerful tool for the implementation of planning proposals and a close liaison must be maintained between zoning and planning, it also is advantageous, where resources permit, to separate the planning process from zoning--particularly the day-to-day administration of the zoning regulations.

### Recommendations

Comprehensive plans for the area must be the responsibility of a regional department as presently exists in Dade County. There is also a major task left to the municipalities--that of interpreting the broad plan in terms of local sentiment and conditions within each municipality. This is true even though it might be theoretically possible for a regional Planning Department to assemble sufficient staff to gain the knowledge necessary to carry out detailed planning in each community of the area. From a practical standpoint, this detailed planning will be developed quicker and more effectively if generated within each community.

### COMMUNITY HOUSING AND DEVELOPMENT

#### Advisory Commission on Intergovernmental Relations

Areawide general zoning can help assure adequate supply of all varieties of standard homes and lot sizes. Builders who operate area-wide feel the effects of varied local codes with higher costs. Areawide determination and administration of minimum building and housing codes can help combat the effect of variation of building codes and sub-standard codes. Latitude can still be left for individual localities to establish higher standards.

Subdivision regulations, zoning, and building and housing code regulations are largely the functions of municipalities. According to a 1962 survey, 104 of 221 urban counties had zoning ordinances, but in most cases they only were effective in unincorporated areas.

### Dade County Conditions

Zoning, the building code, housing standards, and subdivision regulations are concerned with controlling the private development of physical facilities and their relationship to each other. By adding

procedures for the coordination of public capital improvements to the above list, the entire range of developments which go to make a city can be influenced. These regulations also can be considered tools to develop the Comprehensive Plan.

The pattern of responsibility for these functions has been changing in recent years in favor of more metropolitan coordination and regulation. Zoning is still primarily the responsibility of local government but all subdivision proposals must now be approved by the metropolitan government. A minimum housing code also has been adopted for the entire county--the first minimum standard established pursuant to the Charter. The cities, however, are charged with the responsibility for enforcing the minimum housing code. The minimum housing code concerns itself with the least room area, hot water and sanitary facilities, etc. which must be present for a structure to qualify for human habitation. The regulations also determine standards for overcrowding. The building code, on the other hand, is concerned with standards governing the structural capacity of buildings constructed in Dade County. The building code is predicated on the South Florida Building Code and has been established as a uniform code--one that can be neither raised nor lowered by the municipalities.

#### Recommendations

Zoning: Zoning administration generally benefits by being close to the local citizen and should therefore remain the responsibility of local government. By placing this responsibility with the municipalities, regional planning is theoretically weakened. It is therefore suggested provision be made for the submission of certain zoning proposals to the Metropolitan Planning Department for review and advisory recommendation. Such advisory reports should be required particularly where zoning changes are requested affecting land use near municipal boundaries or where the effects obviously extend beyond municipal boundaries, as in the case of a major traffic generator.

Subdivision Regulations: The present system requiring responsibility by the regional government is sound and should be continued. Municipal influence is assured as the plats are processed initially by the appropriate local government.

Minimum Housing Code: Metropolitan responsibility for establishing minimums seems advisable--particularly as municipalities may raise the standard at their discretion. The metropolitan government should, however, establish procedures to assure itself that local governments are effectively enforcing the ordinance.

Uniform Building Code: The advantages for the construction trade in having a uniform code to control its output outweighs any possible disadvantage to a particular city in not being able to require higher standards for construction within its boundaries. Such

a higher standard could only be justified if a flaw existed in the uniform code permitting dangerous construction. If this were the case, the code should be changed.

Quite often, however, provisions governing the appearance of buildings have been introduced into codes dealing primarily with regulations governing the structural capacities of new construction. Local government should have the opportunity to reflect the prevailing local views with regard to the appearance of new structures through regulations apart from the uniform building code.

Public Capital Improvements: Public capital improvements play an extremely important role, not only in providing governmental service, but in shaping the community. Thus, the location of highways and superhighways, mass transit lines and causeways, sewer lines and water systems are critical elements of the physical urban environment conditioning the location of private development. The sum total of public and private capital improvements combine to represent the physical city.

The Metropolitan Charter charges the Metropolitan Government with coordinating planning systems for capital improvements. A recent study developed by the Planning Department recommends that all municipalities and the Port Authority be required to submit annual reports containing detailed information on standard forms pertaining to capital projects which the city foresees implementing over the upcoming six years or more. Recommendations of the report anticipate county assessment of projects and publication of an overall report including proposals of the several governments together with comments, where applicable, regarding the compatibility of projects with the county's General Land Use Master Plan.

#### WATER SUPPLY AND SEWAGE DISPOSAL

##### Advisory Commission on Intergovernmental Relations

Water and sewage service can be provided at a lower unit cost on an areawide basis than on a local basis. However, where major water supply and distribution and major sewer collection and treatment facilities are handled on an areawide basis, there remain advantages in retaining local responsibility for local water distribution and sewage collection facilities.

The President's Water Resources Policy Commission said: The municipal water supply should continue to be primarily a local responsibility, including inter-community cooperation through formation of metropolitan water districts to make possible areawide coordination of water supply sources to meet needs of an increasing population. Growing needs of communities for water supply should be considered in connection with planning of all comprehensive basin programs.

Water and sanitary sewer facilities can be important tools for guiding expansion into desirable patterns of development.

The U. S. Public Health Service's Environmental Health Planning Guide said a small number of community water utilities is preferable to a multiplicity of uncoordinated systems. When practical there should be interconnections between distribution lines.

A multiplicity of small sewage treatment plants indicates lack of coordinated planning. The Master Plan which shows future needs and facilities in relation to an area's growth and water resources is necessary for effective planning. In general a coordinated sewer system can be developed only with a unified government responsibility. In some cities, the problems of sewage collection and disposal may lead to annexation of surrounding areas. In other cases the solution lies in the formation of special districts.

#### Dade County Conditions

Historically, the municipalities have implemented water distribution on a local basis. The Water and Sewer Department of the City of Miami has developed into by far the largest water producer in the county. This unit acts as retailer of water to City of Miami residents and some customers in the unincorporated area and also sells water wholesale to both municipal distribution systems (as in the case of Miami Beach) and private distribution companies (as in the case of Consumers Water Company serving Coral Gables and much of Southwest Dade County). Other municipalities such as Homestead and North Miami both produce and distribute water. Some smaller private companies also both produce and distribute. Private companies generally have been organized to serve the large subdivisions which sprang up in the unincorporated areas during the 1950's. Thousands of families, many living in densely populated sections of the unincorporated area, still rely on individual wells for their water supply.

Sanitary sewers are available in a considerable part of Miami and Coral Gables, all of Miami Beach, North Miami, and various recent subdivisions. Septic tanks serve the balance of the county, both corporate and unincorporate.

The county has, in the last two years, begun to implement water distribution systems through special taxing districts. The City of Miami Water and Sewer Department built and will operate the small Blanton District and in July of this year began the large Northwest Water District.

The Metropolitan Dade County Water and Sewer Board is a regulatory body. Its powers extend to quality of service and rates throughout the unincorporated area, as well as to the establishment of future service areas for the many public and private systems.

Their power over rates does not extend to municipal systems within the borders of their particular municipality.

Long-range Master Water and Sewer Plans were developed and published in 1960 to guide in the assessment of future proposals for the extension of water and sewer systems to the expanding region.

#### Recommendations

Economies of scale and topographic considerations clearly require that sewage disposal and major transmission be the responsibility of the county government. Local collection systems, however, can be supplied by local government of municipalities or special taxing districts.

Because sewer systems can apparently be financed most effectively when their fees are charged on the same bill with water charges, it follows that ultimate responsibility for producing water and providing for wholesale distribution should be a responsibility of the regional government, and local water distribution should be the responsibility of local government.

#### AIR POLLUTION CONTROL

##### Advisory Commission on Intergovernmental Relations

Air pollution control may be provided on an air basin basis, larger than the jurisdiction of a local government. Significant interest is being shown in the possibility of preventing or reducing pollution concentration through broad regional land use and facilities planning. Air pollution control may dictate the need for controlling the location of highways, mass transit, or other elements dependent on wind currents.

##### Dade County Conditions

Metropolitan Dade County has passed an anti-pollution ordinance to be administered on a county-wide basis. The ordinance extends to both water and air controls.

#### Recommendations

The numerous cities bordering Biscayne Bay, to cite but one example, makes regional control and responsibility for preventing pollution of this natural asset the only logical approach. The same regional approach would apply even more fully to controls over air pollution.

## OTHER SERVICES

The Advisory Commission report does not cover all governmental services. For example, the court system, both traffic and penal, as well as tax assessing and collecting, are neglected.

### Courts-Traffic and Penal

At the outset, Metropolitan Dade County came to grips with traffic control by providing a uniform traffic code and metropolitan traffic court for enforcement. The code has more than proved itself by eliminating confusing and annoying differences in traffic laws, street markings, and control devices throughout a single metropolis. The uniform administration of the traffic code by a metropolitan traffic court is a necessary concomitant of such an approach and should be retained as a responsibility of the county government.

At the time of this writing some municipalities continue to enforce municipal penal codes through municipal courts while others have adopted the metropolitan code and turned over the administration of a penal court to the county. The City of Miami recently favored such transfer of its penal courts. While there may be some idealistic argument in favor of municipal prerogative to set up special penal codes, it seems that the necessity for such distinct regulations is marginal, where a sound regional code is available. In addition, with the traffic laws being enforced by the metropolitan court, there is no longer a sufficient volume of penal cases in many cases to justify the cost of maintaining a special court--particularly since penal courts represent a financial burden to a municipality in contrast to traffic courts which produce net revenue.

It is therefore recommended that the metropolitan county government assume total responsibility for administration of a county penal code and all associated courts.

### Tax Assessing and Collecting

The Charter provides that the county property tax rolls shall be adopted by the municipalities beginning in 1966. Some municipalities already have done so voluntarily. The performance of municipal assessing and collecting by the county for the municipality eliminates duplication, confusion at having different values placed on the same property, and promotes equitable assessing standards throughout the area. Tax assessing and billing represent an excellent opportunity for the application of electronic data processing methods. Once the initial time and expense of setting up a sound system have been invested, reduced cost and increased flexibility can be attained to better insure the maintenance of an equitable, comparable county-wide tax roll. The county would, of course, only act as agent for the collection of municipal property taxes.

It is therefore recommended these functions be the responsibility of the county.

## APPENDIX III

## A N A C T

To provide for the establishment of an Atlanta Region Metropolitan Planning District for Clayton, Cobb, DeKalb, Fulton and Gwinnett Counties and the City of Atlanta, to provide for the establishment of a planning commission for said District; to provide for making and amending an over-all plan for the orderly growth and development of said District; to define the duties and powers of said commission; to define the relationship between said commission and the government authorities inside and outside of said District and to define the rights, powers and duties of said governing authorities in respect to said commission; to provide that the recommendations of the commission shall be advisory only; to authorize the commission to provide planning services to local governments by contract; to provide for the appointment of a Metropolitan Planning Advisory Committee; to provide for the fiscal support of the commission; and for other purposes.

BE IT ENACTED BY THE GENERAL ASSEMBLY OF THE STATE OF GEORGIA, and it is hereby enacted by authority of the same as follows:

## ARTICLE I.

Section 1. Establishment of District. There is hereby established an Atlanta Region Metropolitan Planning District, hereinafter referred to as the "district", which district shall at any time be and include all of the territorial area of as many of the following political subdivisions as shall then be participating in the fiscal support of the Atlanta Region Metropolitan Planning Commission under the provisions of this Act: Clayton, Cobb, DeKalb, Fulton and Gwinnett Counties and the City of Atlanta.

## ARTICLE II

Section 1. Planning Agency. There is hereby established as the planning agency for such District the Atlanta Region Metropolitan Planning Commission, hereinafter referred to as the "Commission".

Section 2. Membership of Commission. The membership of the Commission at any time shall include the representatives, mentioned below, of such of the following political subdivisions as shall then be participating in the fiscal support of the Commission:



(1) Clayton County: The Chairman of the Board of Commissioners of Roads and Revenues of such County and one other resident thereof.

(2) Cobb County: The Chairman of the Board of Commissioners of Roads and Revenues of such County and one other resident thereof.

(3) DeKalb County: The Chairman of the Board of Commissioners of Roads and Revenues of such County and two other residents thereof.

(4) Fulton County: The Chairman of the Board of Commissioners of Roads and Revenues of such County and two other residents thereof.

(5) Gwinnett County: The Chairman of the Board of Commissioners of Roads and Revenues of such County and one other resident thereof.

(6) City of Atlanta: The Mayor of the City of Atlanta and two other residents thereof.

Section 3. Appointment. The residents of each such county other than the member of the governing authority thereof shall be appointed by the Board of Commissioners of Roads and Revenues of such County, and the residents of the City of Atlanta other than the Mayor shall be appointed by the Mayor of said City.

Section 4. Terms. The terms of the chairmen of the respective County Commissions and the Mayor of Atlanta as members of the Commission shall continue as long as they shall hold such positions on the governing authority of their respective county or city. The terms of the other residents of said political subdivisions who are first appointed to the Commission shall continue until December 31, 1962. Thereafter, the terms of said other residents of said political subdivisions shall be for three years computed from January 1st of the calendar year in which such terms begin. If any political subdivision shall cease to participate in the fiscal support of the Commission, the terms of office of all of its representatives on the Commission shall thereupon expire.

Section 5. Vacancies. If a vacancy on the Commission shall occur by reason of death, resignation, change of residence or any other cause, it shall be filled for the duration of the unexpired term in the same manner as is provided in Section 2, above, of this Article.

Section 6. Appointment of Substitute Members. The chairman of the Board of Commissioners of Roads and Revenues of any county or the Mayor of Atlanta may, at his option, appoint any other person who is an elected or appointed officer of the government of said political subdivision, to serve as a member of the Commission in his place for whatever period the officer making such appointment shall determine. The Commission shall be notified in writing by the officer making such appointment, and during the period thereof said appointee shall have

all of the rights, powers and privileges of the officer whose place on the Commission he is filling. The membership of any such appointee shall, however, continue no longer than the period during which the officer making such appointment would have been eligible to serve.

#### ARTICLE III.

##### Section 1. Election of Officers and Adoption of Procedures.

The Commission shall elect from its own members a chairman, vice-chairman, secretary and treasurer, any two of which offices may be held by the same person. In any given year not more than one of these officers shall be from any one participating governmental unit. The Commission shall adopt its own by-laws, rules of procedures and rules for the conduct of its business, including provision for hearings and notice thereof, not inconsistent with this Act.

Section 2. Use of Funds. The Commission shall be authorized to expend the monies provided herein for its use and monies received from all other sources for the employment of a professional staff, consultants, clerical and other assistants and other employees, for obtaining office and other necessary space, for procuring equipment, materials and supplies, and for such other purposes as the Commission shall determine to be necessary or proper to carry out the purposes of this Act.

Section 3. Compensation. No member shall receive any compensation for his services on the Commission but he shall be entitled to be reimbursed from the funds of the Commission for his necessary traveling and other expenses incurred in the work for the Commission.

#### ARTICLE IV.

Section 1. Books, Accounts and Annual Reports. The Commission shall keep books of account which shall be independently audited at least once in each calendar year. The auditor's report shall be presented to the governing authorities of each of the political subdivisions participating in its fiscal support.

Section 2. Fiscal Support. Funds for the use of the Commission shall be provided by the governing authorities of each of the following political subdivisions that shall elect to participate in the fiscal support of the Commission under the provisions of this Act: Clayton, Cobb, DeKalb, Fulton, and Gwinnett Counties and the City of Atlanta.

(a) Population Estimates. Each year the Commission shall make a separate estimate of the number of people who, on the first day of April of such year, resided within the following territorial areas: Clayton County, Cobb County, Gwinnett County, that portion of DeKalb County lying inside the City of Atlanta, that portion of DeKalb County lying outside the City of Atlanta, that portion of Fulton County lying

inside the City of Atlanta, and that portion of Fulton County lying outside the City of Atlanta.

(b) Computation of Amounts Due from Respective Political Subdivisions. Based on such population estimates the governing authorities of each of the political subdivisions that shall elect to participate in the fiscal support of the Commission shall, during the calendar year next following the year in which said population estimates were made, provide the Commission with operating funds in the amount of five thousand dollars or in the amount provided for each such political subdivision in the following schedule, whichever amount is greater:

Clayton County:	Twelve cents for each person residing therein plus two thousand dollars.
Cobb County:	Twelve cents for each person residing therein plus two thousand dollars.
Gwinnett County:	Twelve cents for each person residing therein plus two thousand dollars.
DeKalb County:	Twelve cents for each person residing in said County outside the City of Atlanta, plus five cents for each person residing in said County inside the City of Atlanta, plus two thousand dollars.
Fulton County:	Twelve cents for each person residing in said County outside the City of Atlanta, plus five cents for each person residing in said County inside the City of Atlanta, plus two thousand dollars.
City of Atlanta:	Seven cents for each person residing therein plus two thousand dollars.

(c) Certification of Amounts Due. After the first day of April but before the first day of September of each year the Commission shall make the necessary population estimates, submit a budget, and compute the amount due from the governing authorities of each of the participating political subdivisions in accordance with the formula set forth in paragraph (b), above, of this Section and certify such population estimates and other data to each of said governing authorities.

(d) Adoption of Program and Budget. Before the first day of September each year the Commission shall, at a meeting called for the purpose, adopt a program and a budget for the next following calendar year. If the aggregate amount to be provided by the governing authorities of the participating political subdivisions in accordance with the formula set out in paragraph (b), above, of this Section is greater than is necessary for such budget, the amount to be provided by each of such governing authorities shall be reduced pro rata, and each of said governing authorities shall be notified accordingly.

(e) Funds Payable Quarterly in Advance. Each of said governing authorities shall on or before the first day of each quarter of such calendar year, furnish twenty-five per cent of the total amount to be provided by it during such year. If any such governing authority shall not have adopted its own operating budget by January 1st of such year, it shall, immediately after the adoption of its said budget, furnish the amounts then due to the Commission under the provisions of this Section.

(f) Additional Funds. The governing authority of any such political subdivision shall have the authority, during any year, to provide funds to the Commission in excess of the amount computed as provided above in this Section.

#### ARTICLE V.

Section 1. Master Plan. It shall be the duty of the Commission to make comprehensive surveys and studies of transportation facilities, land use, public utilities, governmental facilities and services, natural resources, and other physical, social and economic factors, conditions and trends that are relevant to the probable future development of the district, and to make and from time to time, as it may deem proper, amend, extend or add to a master plan for the orderly growth and development of the district as a whole. Such master plan and amendments, extensions and additions thereto, with the accompanying maps, plats, charts and descriptive matter, shall be furnished to the governing authorities of the political subdivisions participating in the fiscal support of the Commission and shall show the Commission's recommendations for the development of the district.

Section 2. Notice and Hearing. Before adopting a master plan, or any part thereof, or any amendment, extension or addition thereto, the Commission shall hold at least one public hearing within the territory of each participating government. At least one notice of the time and place of each such hearing shall be published, not less than seven days in advance thereof, in a newspaper of general circulation in the district. At least seven days prior notice of each such hearing shall be given in writing to the governing authority of each of the political subdivisions then participating in the fiscal support of the Commission.

Section 3. Adoption of Plan. The adoption of a master plan, or any part thereof, or any amendment, extension or addition thereto, shall be by resolution of the Commission upon the affirmative vote of not less than a majority of the members thereof.

Section 4. Local Planning Commissions. This Act does not contemplate that the studies and master plan mentioned in Section 1, above of this Article shall render unnecessary the making of local studies and plans by the municipal and county planning commissions and other planning authorities within the district.

## ARTICLE VI.

Section 1. Master Plan Advisory Only. The Commission shall act in an advisory capacity only, and any master plan, or part thereof, or amendment, extension or addition thereto, adopted by the Commission shall constitute a recommendation only and shall have no binding effect on the governing authority of any political subdivision.

Section 2. Other Planning and Zoning Laws. This act shall have no effect, now or in the future, on the laws of this State conferring on municipalities and counties, and the officers, boards and commissions thereof, powers with regard to local planning and zoning and the regulation or control thereof.

## ARTICLE VII.

Section 1. Contracts between Commission and Local Governments. If the governing authority of any political subdivision inside of the district shall desire plans or planning services that the Commission is not otherwise required by this Act to provide, the Commission may furnish such plans or planning services upon such terms and conditions as shall be fixed by contract between the Commission and such governing authority. In any such contract the Commission may require that payment for its services shall be made in advance. Payment for any such planning services rendered to the governing authority of any political subdivision participating in the fiscal support of the Commission under Article IV, above, shall be in addition to the amounts specified in said Article.

Section 2. Other Agencies. In carrying out the purposes of this Act the Commission shall be authorized to cooperate with, contract with, or accept funds from federal, state or local, public or semi-public, agencies, may expend such funds, and may carry out such cooperative undertakings or contracts.

Section 3. Furnishing Master Plan to Other Local Governments. The Commission may make available any master plan mentioned above, or any part thereof, or any amendment, extension or addition thereto, to the governing authority of any political subdivision not participating in the fiscal support of the Commission, whether such subdivision is inside or outside the district, upon such terms and conditions as may be fixed by agreement between the Commission and such governing authority.

## ARTICLE VIII.

Section 1. Advisory Committee. The participating governments shall appoint an Atlanta Region Metropolitan Planning Advisory Committee consisting of at least fifty members. The purpose of such Committee shall be to advise the Commission and act as a two-way channel of

communication between the Commission and the public. The Committee's geographic representation shall be in proportion to budget funds from each participating government, in accordance with a formula to be established by the Commission. Length of membership term shall be one year. The Committee shall elect its own officers and adopt its own by-laws and rules of procedure.

#### ARTICLE IX.

Section 1. Effective Date of Act. This Act shall become effective on the date of its approval.

Section 2. Notice of Election to Participate. The governing authority of each of the political subdivisions mentioned in Article 1, above, shall, on or before July 1, 1960, give notice in writing to the governing authorities of each of said other political subdivisions as to whether it will participate in the fiscal support of the Commission. The governing authority of each political subdivision that shall so elect to participate shall appoint the representatives of such subdivision as provided in Article II, above, by that date. The representatives of the participating political subdivisions shall meet not later than August 1, 1960 and shall take the action necessary to elect officers and organize the Commission as provided in Article III, above.

Section 3. Property of Fulton-DeKalb Metropolitan Planning Commission. If the governing authorities of DeKalb and Fulton Counties and the City of Atlanta shall elect to participate in the fiscal support of the Commission under the provisions of this Act, the Commission, as soon as it shall be organized, shall succeed to and become owner of all of the property, records, funds and other assets of the metropolitan planning commission existing under the provisions of the Act approved February 21, 1951 (Georgia Laws of 1951, pages 3124-3130), as the same has been heretofore amended, and all of such property, records, funds and other assets shall promptly be delivered and surrendered to it.

Section 4. Termination of Fiscal Support. No governing authority of any political subdivision mentioned in Article 1, above, shall terminate its participation in the fiscal support of the Commission except at the end of a calendar year and unless it has given the Commission formal notice in writing on or before October 1st that it will not participate in such support during the next following calendar year.

Section 5. Definition of Calendar Year. The term calendar year as used in this Act shall be understood to mean the period beginning on January 1st and ending on December 31st.

Section 6. Conflicting Laws. All laws and parts of laws in conflict herewith are hereby repealed.

## ARTICLE X.

Section 1. Notice of Local Legislation. A copy of notice of intention to apply for this local legislation and an affidavit showing the publication of such notice as required by law are attached hereto and made a part of this bill, and it is hereby declared that all the requirements of the Constitution of the State of Georgia of 1945 relating to publication of notice of intention to apply for the passage of this local legislation have been complied with for the enactment of this law.

## FOOTNOTES

1. U. S. Bureau of the Census, *United States Census of Population: 1960, Number of Inhabitants, Georgia*. Final Report PC (1)-12-A, (Washington: U. S. Government Printing Office, 1961).  
  
The Atlanta Region Metropolitan Planning Commission, *Population and Housing: 1966*, (Atlanta, Georgia: the Commission, 1967).
2. Interview with Mrs. Rachael Champagne, Assistant to the Executive Director of the Atlanta Region Metropolitan Planning Commission, June 21, 1967.
3. U. S. Bureau of the Census, *United States Census of Population: 1960, Number of Inhabitants, Florida*. Final Report PC (1)-12-A, (Washington: U. S. Government Printing Office, 1961).  
  
Interview with Mr. James Paisley, Chief of the Research Division, Metropolitan Dade County Planning Department, May 15, 1967.
4. The Atlanta Region Metropolitan Planning Commission, *Water and Sewer Problems in Metropolitan Atlanta*, (Atlanta, Georgia: the Commission, 1964), pp. 26-37.
5. Ibid., p. 33.
6. *Miami News*, May 3, 1967, p. 5.
7. Office of the County Manager, Metropolitan Dade County, *Florida, Survey of Area-Wide Government Cooperation*, (Miami, Florida: Metropolitan Dade County Government, 1964), p. 3.
8. *Metropolitan Dade County (Florida) Home Rule Charter*, Art. 3, sec. 3.04, paragraph B. The Duties and Powers of the County Manager.
9. Ibid., Art. 1, sec. 1.01, paragraph A. The Powers of the Board of County Commissioners.
10. Office of the County Manager, Metropolitan Dade County, Florida, op. cit., pp. 6-7.
11. *Metropolitan Dade County (Florida) Home Rule Charter*, Art. 1, sec. 1.01, paragraph A, sub-paragraph 14. The Powers of the County Commissioners to Regulate and Control Utilities.



12. Ibid., sub-paragraph 18. The Powers of the Board of County Commissioners to Set Minimum Standards for All Governmental Units in the County for the Performance of Any Service or Function.
13. Office of the County Manager, Metropolitan Dade County, Florida, op. cit., p. 4.
14. Interview with Mr. Reginald Waiters, Director, Metropolitan Dade County Planning Department, May 15, 1967.
15. *Georgia Law* 847, Art. II, sec. 2. Membership in the Atlanta Region Metropolitan Planning Commission.
16. Ibid., sec. 4. Terms of the Members of the Atlanta Region Metropolitan Planning Commission.
17. Interview with Mr. Nelson Severinghaus, Chairman of the Commission, Atlanta Region Metropolitan Planning Commission, August 21, 1967.
18. *Dade County (Florida) Codes*, Art. XV, sec. 2-112. The Adoption and Certification of the Master Plan.
19. Ibid., sec. 2-107. The Establishment, Composition and Compensation of the Planning Advisory Board.
20. Memorandum from Mr. Darrey A. Davis, County Attorney, Dade County, Florida, to Mr. Paul C. Watt, Director, Metropolitan Dade County Planning Department, concerning the duties and functions of the Planning Advisory Board, February 27, 1959, p. 2.
21. *Georgia Law* 847, Art. IV, sec. 2, paragraph b. Computation of Amounts Due from Respective Political Subdivisions.
22. Financial Records of the Atlanta Region Metropolitan Planning Commission, 1961-1966.
23. *Georgia Law* 847, Art. IV, sec. 2, paragraph d. Adoption of Program and Budget.
24. Financial Records of the Metropolitan Dade County Planning Department, 1961-1966.
25. Memorandum from Mr. Glenn Bennett, Executive Director, Atlanta Region Metropolitan Planning Commission, to Mr. Jeff Wingfield, Jr., Planning Director, Atlanta Region Metropolitan Planning Commission, concerning the duties of the Executive Director and the staff, November 3, 1966.
26. *Dade County (Florida) Codes*, Art. XV, sec. 2-106. The Organization of the Planning Department, Hiring of Employees and Salaries.

27. American Society of Planning Officials, *The Atlanta Region Metropolitan Planning Commission--the Years Ahead*, (Chicago: the Society, 1967), pp. 16, 22.
28. *Georgia Law* 847, Art. V, sec. 1. The Master Plan.  
*Dade County (Florida) Codes*, Art. XV, sec. 2-105. The Duties of the Director.
29. *Georgia Law* 847, op. cit.
30. *Dade County (Florida) Codes*, op. cit.
31. American Society of Planning Officials, op. cit., p. 5.
32. Ibid.
33. Ibid.
34. *Dade County (Florida) Codes*, Art. XV, sec. 2-114. Legal Status of the Master Plan.
35. *United States Code*, Vol. 23, sec. 134. The 1962 Highway Act.
36. Interview with Mr. Jerry Coursey, Transportation Planning Coordinator and staff member of the Atlanta Region Metropolitan Planning Commission, June 23, 1967.
37. Ibid.
38. Interview with Mr. Don Ingram, former Chief Planner, Metropolitan Dade County Planning Department, June 14, 1967.
39. Interview with Mrs. Rachael Champagne, Administrative Assistant to the Executive Director of the Atlanta Region Metropolitan Planning Commission, op. cit.
40. Ibid.
41. American Society of Planning Officials, op. cit., p. 5.
42. Interview with Mrs. Rachael Champagne, Administrative Assistant to the Executive Director of the Atlanta Region Metropolitan Planning Commission, op. cit.
43. *Dade County (Florida) Codes*, Art. XV, sec. 2-105. The Duties of the Director.
44. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, op. cit.

45. The Atlanta Region Metropolitan Planning Commission, *Open-Space Land Acquisition Agreement*, (Atlanta, Georgia: the Commission, 1963).
46. Interview with Mr. Glenn Bennett, Executive Director, Atlanta Region Metropolitan Planning Commission, April 25, 1967.
47. The Atlanta Region Metropolitan Planning Commission, *Resolution of the Aviation Committee*, (Atlanta, Georgia: the Commission, 1967).
48. American Society of Planning Officials, *op. cit.*, p. 16.
49. *Ibid.*
50. Interview with Mr. Glenn Bennett, Executive Director, Atlanta Region Metropolitan Planning Commission, *op. cit.*
51. *Metropolitan Dade County (Florida) Home Rule Charter*, Art. 1, sec. 1.01, paragraph A, sub-paragraph 18. The Powers of the Board of County Commissioners to Set Minimum Standards for All Governmental Units in the County for the Performance of Any Service or Function.
52. *Ibid.*
53. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, *op. cit.*
54. *Dade County (Florida) Codes*, Art. XV, sec. 2-105, paragraph c. The Duties of the Director.
55. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, *op. cit.*
56. *Metropolitan Dade County (Florida) Home Rule Charter*, Art. 5, sec. 5.04, paragraphs A-C. Changes in Municipal Boundaries.
57. Interview with Mr. Glenn Bennett, Executive Director, Atlanta Region Metropolitan Planning Commission, *op. cit.*
58. Interview with Mr. Nelson Severinghaus, Chairman of the Commission, Atlanta Region Metropolitan Planning Commission, *op. cit.*
59. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, May 18, 1967.
60. Comment by Professor Howard K. Menhinick, Regents' Professor of City Planning, Georgia Institute of Technology, August 9, 1967.

61. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, op. cit.
62. Interview with Mr. Glenn Bennett, Executive Director, Atlanta Region Metropolitan Planning Commission, op. cit.
63. Ibid.
64. Interview with Mr. Reginald Walters, Director, Metropolitan Dade County Planning Department, op. cit.
65. The Atlanta Region Metropolitan Planning Commission, *The Atlanta Area Transportation Study—Agreement Between the Six Members of the Atlanta Region Metropolitan Planning Commission, the Atlanta Region Metropolitan Planning Commission and the State Highway Department of Georgia*, (Atlanta, Georgia: the Commission, 1964), p. 3.
66. Interview with Mr. Jerry Coursey, Transportation Planning Coordinator and staff member of the Atlanta Region Metropolitan Planning Commission, op. cit.

Interview with Mr. Don Ingram, former Chief Planner, Metropolitan Dade County Planning Department, op. cit.